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Canada

1968  
ANNUAL REPORT  
DEPARTMENT OF  
EXTERNAL  
AFFAIRS

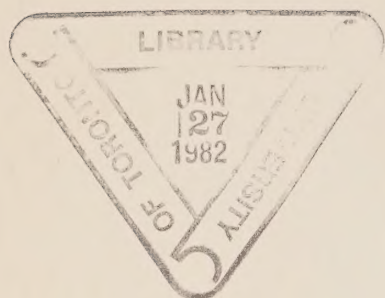
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*Report of the Department of*

*EXTERNAL AFFAIRS*

*1968*





Report of the Department of

EXTERNAL AFFAIRS

1968

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The Honourable Mitchell Sharp,  
Secretary of State for External Affairs

I have the honour to submit the annual report of the Department of External Affairs. In accordance with the provisions of the Department of External Affairs Act, it covers the activities of the Department during the calendar year 1968.

A handwritten signature in dark ink, appearing to read "M. P. O'Brien". The signature is fluid and cursive, with a long horizontal stroke at the end.

Under-Secretary of State  
for External Affairs

Ottawa, June 1969

## P R E F A C E

The international scene in 1968 presented a mixed picture of hopeful steps toward a more peaceful and prosperous world order and some discouraging setbacks. The parties to the conflict in Vietnam agreed to meet round a conference table and to begin direct negotiations for a settlement. A treaty designed to prevent further proliferation of nuclear weapons was opened for signature. The world commemorated the twentieth anniversary of the Universal Declaration of Human Rights and reviewed the encouraging progress that has been achieved in this field of activity. A second United Nations Conference on Trade and Development discussed measures to bridge the gap between the rich and poor nations. On the other hand, lasting peace in the Middle East appeared no closer by the end of 1968, hopes for détente in Europe were brutally discouraged by the Soviet invasion of Czechoslovakia, and the suffering of civilians from the armed conflict in Nigeria reached proportions that shocked the whole world.

As this Report of the Department of External Affairs for 1968 demonstrates, Canada continues to play a very active role in world affairs and a constructive one. The Report records the many and varied activities of the Department, as the agency responsible for the conduct of Canada's external relations, in pursuing the objectives of our country abroad, protecting Canadian interests and assisting individual Canadians.

The Canadian Government undertook, in the course of 1968, a fundamental review of foreign policy. The review started from the premise that great changes had been taking place in recent years in our own country and in the world around us. It is therefore necessary to re-examine all aspects of our foreign policy to determine their appropriateness to the circumstances of today. The Department of External Affairs is naturally playing a very important part in this review. Its personnel have responded energetically to the requirements of a searching reassessment of Canada's role in the world while carrying on at the same time the complex tasks that enter into the day-to-day conduct of our external affairs.

I should like to take this opportunity to pay tribute to the qualities of dedication and imagination that the men and women of the Department of External Affairs brought to their work in the year reviewed in this Report. I deeply appreciate the assistance and support I received from all of them in carrying out my responsibilities as Secretary of State for External Affairs.



Secretary of State  
for External Affairs.



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## REPRESENTATION IN INTERNATIONAL ORGANIZATIONS

## United Nations

During 1968, the United Nations saw the admission of Mauritius, Equatorial Guinea and Swaziland, which brought total membership to 126.

As in 1967, the Middle East situation continued to be a main source of contention in the Security Council, in plenary sessions of the General Assembly, and in the Special Political Committee in connection with the United Nations Relief and Works Agency for Palestine Refugees (UNRWA). A great deal of informal discussion and negotiation was carried out in support of the efforts of Ambassador Jarring (the Secretary-General's special representative) to bring about a peaceful settlement between Arabs and Israelis. Other areas of tension -- Nigeria, Czechoslovakia and Vietnam -- while not agenda items, nevertheless affected the atmosphere of the twenty-third session and coloured the views expressed by member nations on a number of other questions.

The twenty-third session of the General Assembly has been described as a not conspicuously productive session. Progress was made, however, in several fields which hold some promise for the future. A number of disarmament resolutions were adopted, one of which urged the opening of talks between the principal nuclear powers on strategic arms limitations (SALT), which are regarded as crucial to progress in the field of disarmament. The resumed twenty-second session had commended the conclusion by the Eighteen-Nation Disarmament Conference (ENDC) of the Treaty on the Non-Proliferation of Nuclear Weapons (NPT).

The problem of human environment and questions related to making more effective use of the world's limited resources under international co-operation were focal points at the twenty-third session, where debate ranged from the sea-bed and ocean-floor and pollution to questions of outer space. A resolution sponsored by 52 nations, providing for the First International Conference on Human Environment, to be held in 1972, was largely the result of a Swedish-Canadian initiative, as was the General Assembly's decision to establish a working group on direct broadcasting from satellites.

In the field of economic development, a number of important resolutions were passed, some of which dealt with resources of the sea, edible protein, the outflow of trained personnel and multilateral food aid. The foremost of these established a preparatory committee for an enlarged Economic Committee of the Economic and Social Council (ECOSOC) to prepare for the Second Development Decade. An attempt by developing countries to suspend South Africa from membership in the United Nations Conference on Trade and Development (UNCTAD), a controversial and divisive issue which raised important legal and constitutional questions, was blocked in the General Assembly.



The developing countries continued to press for more economic aid, for preferential trading arrangements and for additional technical assistance. In practical terms they achieved results only with respect to the latter. Over the opposition of the majority of developed countries, the portion of the regular United Nations budget devoted to technical assistance was increased at the twenty-third session from \$6.4 million to \$6.9 million. Among the developed countries, Canada, the United States and Britain most notably were of the view that funds for technical assistance should come principally from such voluntary programmes as the United Nations Development Programme (UNDP). Wide support was received for Canada's proposals to reform the procedures of the Assembly's Second Committee in order to gear its operations to more efficient work in the field of development.

An important initiative of the twenty-third session, in which Canada played a key role as a member of the francophone group, was the successful effort to encourage the more widespread use of the organization's official languages throughout the United Nations Secretariat and its various organs. The proposal, accepted by a large majority, revolved around the provision of incentives, particularly accelerated promotion, for professional categories of personnel who are, or become, proficient in two or more of the organization's five official languages. A by-product of this initiative was the adoption of a proposal to make Russian a "working" (in addition to its being an "official") language of the General Assembly, and a parallel recommendation to the Security Council that both Russian and Spanish be working as well as official languages in that body. Canada's support for these proposals was consistent with its advocacy of a multi-lingual approach in the United Nations as an important means of international communication and understanding.

During the International Year for Human Rights, Canada participated in the International Conference on Human Rights held in Tehran in April and sponsored a resolution recommending that governments encourage the development of comprehensive legal aid systems for the protection of human rights and fundamental freedoms.

### Elections

Canada, which was elected to the Security Council for a period of two years during the twenty-first session, terminated its mandate on December 13, 1968. At the twenty-third session of the General Assembly, Finland and Spain were elected to replace Canada and Denmark, and Zambia, Nepal and Colombia replaced Ethiopia, India and Brazil. The two-year terms of the newly-elected non-permanent members of the Security Council begin January 1, 1969.

Canada was elected to one of the 17 vice-presidencies of the General Assembly during the twenty-third session. It was also elected to the vice-presidency of the Fifth Committee of the General Assembly, which is concerned with administrative and budgetary matters.

## The Security Council

In 1958 the Council, during its twenty-third year, held 76 meetings, compared to 46 in 1967. More than half these meetings (42) were devoted to the situation in the Middle East, nine were devoted to the trial and sentencing of a number of South West Africans (Namibians) in South Africa, and six dealt with the situation in Rhodesia. Five were taken up in response to developments in Czechoslovakia, and three concerned Cyprus, the balance being devoted to the question of security assurances in connection with the Treaty on the Non-Proliferation of Nuclear Weapons, the admission of new members, the Pueblo incident, a complaint of Haiti and a tribute to the late Senator Kennedy.

Canada played an active part in Security Council consideration of the Rhodesia issue and in efforts of the Council to deal with issues arising from the Middle East dispute and to promote an agreed solution. A significant decision of the Council was the unanimous adoption on May 29, 1968, of comprehensive mandatory sanctions, under Chapter VII of the Charter, against the illegal régime in Rhodesia. Compliance with the mandatory provisions of this decision is an international legal obligation on all United Nations members, and the Department of External Affairs announced on December 31 that Canada had implemented the Security Council resolution.

In the course of 1968 there was further development of the attempt in the Council to seek agreement by consensus. In part, this development can be traced to the enlargement of the Council in 1966 from ten to 15 members. In part, also, it can be related to the effect on members of the situation created in the organization in 1964 over the Article 19 crisis and the wish of members to avoid stark confrontations. The enlarged Council requires nine concurring votes for decisions and the difficulty of securing these, coupled with the acceptance that unanimity is desirable, has greatly strengthened the influence of the non-permanent members and efforts to find compromise solutions. With few exceptions, decisions of the Council were by unanimity or near unanimity and there were few negative votes cast. There was only one occasion when a permanent member used the veto - the U.S.S.R., on a resolution on Czechoslovakia. While it is clear, therefore, that members will vote negatively when their direct interests are at stake, on other issues the Council seeks to work through a search for consensus.

## Peace-keeping

The twenty-second session of the General Assembly requested the Special Committee on Peacekeeping Operations to continue its examination of all aspects of United Nations peacekeeping operations. The Committee was also given the task of preparing "a study on matters related to facilities, services and personnel which member states might provide in accordance with the Charter...for United Nations peacekeeping operations".

With its new mandate, the Committee of 33 opened its 1968 session in March. For a time, it appeared that the constitutional issues of authorization, financing and control would again prevent any forward movement, but eventually it was agreed to set up a small working group



to draft working papers for the study which the Assembly had requested. Canada, Czechoslovakia, France, Mexico, the U.A.R., Britain, the United States and the U.S.S.R. were named as members of the working group.

By the end of May the working group had reached a consensus on how it would proceed. It decided to begin by preparing, as the first "model" in its programme of work, a study of United Nations military observer missions established or authorized by the Security Council, and requested the Secretariat to provide it with documentation and other factual information on cases involving the use of United Nations military observers.

The working group considered this documentation from September to December but, because of lack of time, was unable to formulate a model on observer missions before the end of the twenty-third session of the General Assembly. The Committee of 33 agreed, therefore, to submit a progress report to the Assembly stating that the working group was continuing its work on observer missions and that the Committee intended to submit a report on this subject not later than the twenty-fourth session of the Assembly. The report stated that, in due course, the working group would expect to proceed to the study of other mutually acceptable models of peacekeeping operations, such as United Nations peace-keeping forces.

The resolution adopted at the twenty-third session of the General Assembly asked the Committee of 33 to continue its work and to submit as soon as possible, and not later than the twenty-fourth session, a comprehensive report on United Nations military observers established or authorized by the Security Council.

The Secretary-General indicated, in the introduction to his annual report for 1968, that the minimum deficit had risen by about \$18.5 million from \$60-62 million, the figure which he cited a year earlier, to more than \$80 million. These figures, moreover, relate only to the regular budget and to peacekeeping operations financed in whole or in part by assessed contributions. They do not, as the Secretary-General pointed out, take into account an estimated deficit of about \$8.7 million as of June 26, 1968, in respect of the United Nations peacekeeping force in Cyprus.

### Specialized Agencies

Canada continued to play an active role in the activities of the Specialized Agencies and other bodies and agencies which make up the United Nations family. During the year, Canada was re-elected to the executive bodies of the United Nations Children's Fund (UNICEF), the International Civil Aviation Organization (ICAO) and the International Atomic Energy Agency (IAEA), and was elected to the executive boards of the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO).

Canadian delegations attended annual conferences of the World Health Organization, the International Labour Organization (ILO) and

the International Civil Aviation Organization. Canada was also represented at the regular meetings of governing bodies of which Canada is a member, as well as numerous meetings of special or technical committees or sub-groups of the United Nations system.

Official visits to Ottawa during 1968 were made by the Director-General of the Food and Agriculture Organization, Dr. A.H. Boerma, the Secretary-General of the Inter-Governmental Maritime Consultative Organization (IMCO), Mr. E.C.V. Goad, and the United Nations High Commissioner for Refugees, Prince Sadruddin Aga Khan, the Director of the World Food Programme, Mr. C. Weitz, and the Administrator of the United Nations Development Programme, Mr. Paul Hoffman.

### Economic and Social Council

While Canada is not at present a member of ECOSOC, the deliberations of the Council continued to be closely followed and Canadian observers attended the Council's spring session in New York, May 6-31, and its summer session in Geneva July 8-August 2. Canada also participated actively in the work of the resumed session of the Council, which met during the twenty-third United Nations General Assembly in New York. The Canadian observer presented a working paper during the Council's continuing discussion of the item on "Increasing the production and use of edible protein". Canada had originally sponsored a resolution on this subject at the forty-third session of the Council, and played an active role in the consideration of this item by the Second Committee of the General Assembly.

### Human Rights and Social Questions

The year 1968 was designated by the United Nations General Assembly as the International Year for Human Rights in commemoration of the twentieth anniversary of the Universal Declaration of Human Rights, which was adopted unanimously in Paris on December 10, 1948. During the year, Canada was actively engaged in the promotion of human rights activities and in March a meeting of international experts in the field of human rights was held in Montreal. The meeting concentrated on a review of developments in this field during the past 20 years. The delegates, representing over 30 countries, attempted to analyze and assess the work of the United Nations and other intergovernmental agencies in this important area of activity. They also examined the future prospects for strengthening human rights with a particular view to what could be accomplished at the International Conference on Human Rights sponsored by the United Nations in Tehran late in April. The Tehran conference adopted 24 resolutions concerning various aspects of human rights activities, including a resolution sponsored by Canada recommending that governments encourage the development of comprehensive legal aid systems for the protection of human rights and fundamental freedoms. The resolution suggested that standards be devised for providing financial, professional and other legal assistance in appropriate cases to those whose fundamental rights appear to have been violated. Governments were requested to consider ways and means of defraying the expenses involved in providing such comprehensive legal aid systems and to take all possible steps to simplify laws and procedures so as to reduce the burdens on



individuals who seek legal redress. Governments were further asked to co-operate, to the extent appropriate, in making competent legal assistance available to aggrieved individuals and, finally, the United Nations would seek to provide the necessary resources, within the limits of the human rights advisory service programme, to facilitate expert and other technical assistance to the member states seeking to extend the availability of competent legal aid.

During the twenty-third regular session of the United Nations General Assembly, the Assembly adopted the text of a Convention on the Non-applicability of Statutory Limitations to War Crimes and Crimes against Humanity. The Convention, which is now open for signature, ratification and accession, provides that there should be no statutory limitations applied to war crimes, regardless of their date of commission. It provides that war crimes shall be considered an extradictable offence and that states party to the Convention will take all necessary means to ensure that persons accused of the commission of such crimes shall be brought before an appropriate tribunal in accordance with international law. The General Assembly also made further progress in its consideration of the Draft Declaration on Social Progress and Development. Approval was given in the Third Committee to the text of the preamble and Part 1, embodying the principles of the Draft Declaration. The Assembly agreed to give high priority to further consideration of the Declaration at the twenty-fourth session of the General Assembly in 1969.

On December 9 and 10, a special commemorative session of the General Assembly was held to honour those who had taken part in the original drafting of the Universal Declaration of Human Rights. In connection with this celebration, a number of human rights prizes were awarded to those who had made particular contributions in this field during the past two decades.

Canada's role in the Economic and Social Council, the Statistical and Narcotic Drug Commission, the Housing, Building and Planning Commission and the Commission on Social Development continued to be one of active support. During the latter part of the year, the United Nations High Commissioner for Refugees visited Ottawa to discuss the problems of facilitating the permanent settlement of refugees. In addition to increasing its contribution to the refugee programmes, Canada also announced an increased contribution to the work of the United Nations Children's Emergency Fund and the United Nations Rehabilitation and Works Agency. As International Year for Human Rights drew to a close, Canada announced its intention of signing the 1951 Convention Relating to the Status of Refugees, the 1965 Protocol to the Convention and the 1957 Hague Agreement on Refugee Seamen.

### Southern African Questions and Colonialism

The United Nations has seen its membership greatly expanded with the admission of states granted independence in the postwar period, when governments with colonial possessions gave effect to the principles of self-determination enunciated in the Charter. However, the hard-core and seemingly intractable problems of entrenched white minority rule in

southern Africa remain unresolved and these, together with related colonial questions, continued to be a major preoccupation of the United Nations in 1968.

The developing countries, particularly the African members, have sought to have the United Nations take punitive action against South Africa because of its apartheid policies and its maintenance of control over South West Africa in the face of the General Assembly's termination of its mandate over the territory in 1966. These efforts led, at the twenty-third session, to an attempt by developing countries to have South Africa suspended from membership in UNCTAD. This controversial and divisive attempt, which was resisted by Western delegations because of the important legal and constitutional issues raised, failed to obtain a two-thirds majority in the General Assembly, where it was considered as an "important question" under Article 18 of the Charter.

At the twenty-third session, the General Assembly adopted a number of resolutions on apartheid and colonial issues. Canada supported resolutions containing practical proposals designed to combat racial discrimination and further the aims of self-determination for dependent peoples. In particular, Canada voted for a resolution calling on Portugal to grant self-determination to its African colonies and for a resolution re-affirming that independence should not be granted to Rhodesia before majority rule (NIBMAR). A Canadian contribution of \$25,000 to the United Nations Consolidated Educational and Training Programme for Southern Africans was announced during the session.

### Outer Space

Canada participated actively in the United Nations Conference on the Exploration and Peaceful Uses of Outer Space held in Vienna from August 13 to 27, 1968. Seven Canadian papers were given at the Conference, and Dr. E.S. Rettie of the National Research Council chaired one of the eight thematic sessions -- that dealing with international co-operation and opportunities for participation in outer space activities.

In 1968, Canada and Sweden co-operated in suggesting to the Committee on the Peaceful Uses of Outer Space that a working group be established to study direct broadcasting from satellites, a proposal unanimously accepted by the Committee and subsequently approved by the twenty-third session of the General Assembly. The working group's mandate is to study and report on the technical feasibility of direct broadcasting from satellites as well as the political, legal, economic and cultural implications of the development and use of such satellites. In this regard, Canada and Sweden plan to submit a joint paper to the first meeting of the working group in February 1969, which will consider the technical feasibility and comparative user costs of direct broadcasting from satellites.

The Outer Space Committee has two sub-committees. The Scientific and Technical Sub-Committee did not meet this year in view of the Vienna Conference. Details of the Legal Sub-Committee's 1968 session will be found in the outer space section under Legal Division.



## Human Environment

The United Nations General Assembly, by deciding to convene a Conference on Human Environment to be held in 1972, formally directed its attention to a new area of universal concern -- the problems of human environment that effect man's physical, mental and social well-being. It was recognized that, while modern industrial and technological developments offer unprecedented opportunities to change and shape the environment of man to meet his needs and aspirations, they involve grave dangers if not properly controlled, such as the growing problems of water and air pollution. Reflecting Canadian concern and experience with these problems, the Canadian delegation to the twenty-third session stressed Canadian interest in the question of human environment and support for holding a United Nations conference on the subject.

In the Canadian statement, an effort was made to underline the dangers of ignoring the effects of industrialization on human environment and to urge that prevention should form an integral part of development plans--a particularly appropriate consideration for developing countries in seeking to avoid environmental abuses already suffered in developed countries.

## Disarmament

International arms-control and disarmament discussions continued during 1968 in two principal bodies, the Eighteen-Nation Disarmament Committee (ENDC) at Geneva and the United Nations General Assembly. Resolutions adopted by the General Assembly are also transmitted to the ENDC for its consideration and the latter reports to the Assembly. The most important work accomplished by the ENDC and by a resumed session of the General Assembly in 1968 was the successful conclusion of the nuclear Non-Proliferation Treaty (NPT), which has been under intermittent negotiation for several years. Some of the non-nuclear powers, dissatisfied with various aspects of the NPT, took the initiative in having the United Nations convene a Conference of Non-Nuclear-Weapon States in August to consider the security, economic and developmental implications of the Treaty.

## Resumed Twenty-Second Session of UN General Assembly

The idea of a treaty to prohibit an increase in the number of powers possessing independent control of nuclear weapons had been discussed for at least a decade, but detailed negotiations did not begin until 1965. By the beginning of 1968, all the main obstacles to an acceptable draft treaty had been overcome except for the provisions concerning verification procedures or safeguards. The main point at issue was whether the safeguards system of the International Atomic Energy Agency (IAEA) should be specified in the treaty, as the U.S.S.R. insisted, or whether the treaty should also admit similar systems established by other organizations, such as EURATOM. On January 18, the co-chairmen of the ENDC tabled a complete draft treaty containing a safeguards article which was a compromise between the positions of the United States and the U.S.S.R. The co-chairmen had also taken into account amendments proposed by other ENDC delegations which had received strong support. After further



improvements and modifications in the ENDC, the draft treaty was reported to a resumed session of the General Assembly. Annexed to the draft treaty text was a draft Security Council resolution sponsored by the U.S., Britain and the U.S.S.R., providing security assurances in response to the demands of non-nuclear states.

In the General Assembly on April 20, 1968, the Secretary of State for External Affairs expressed Canada's views on the final draft of the treaty. After six weeks of discussion, the Assembly approved (by a vote of 95 in favour to four opposed, with 21 abstentions) a resolution commending the treaty to member states. The Treaty then opened for signature on July 1. Canada signed it on July 23 and, by the end of 1968, 84 states had signed the NPT and three had ratified it. On December 19, 1968, the Secretary of State for External Affairs informed the House of Commons of Canada's intention to ratify the Treaty and this action was endorsed by all parties in Parliament. Canada thus became the fourth state to decide on ratification and the first "near-nuclear" power to do so.

#### Eighteen-Nation Disarmament Committee

The ENDC reconvened on July 16, 1968, to consider five resolutions referred to it by the twenty-second United Nations General Assembly. Proposals about improved controls on biological warfare and the prohibition of underground nuclear testing were discussed but, with the conclusion of the NPT, no other subject emerged as the most promising for negotiation. The ENDC adjourned relatively early to permit its members to attend the Conference of Non-Nuclear-Weapon States (CNNWS), which was held in Geneva from August 29 to September 28, 1968.

#### Conference of Non-Nuclear-Weapons States

The CNNWS was convened on the basis of a resolution of the twenty-second General Assembly for which Canada voted. Ninety-five countries, in addition to Canada, sent delegations to the Conference, which considered three general questions related to the NPT:

- (a) How can the security of the non-nuclear states best be assured?
- (b) How can non-nuclear powers co-operate among themselves in preventing the proliferation of nuclear weapons?
- (c) How can nuclear devices be used for exclusively peaceful purposes?

The Canadian delegation at the CNNWS played an active role in negotiations and had sufficient influence on conference discussions that Canada was able to vote in favour of most of the resolutions which were passed by the Conference.

Six resolutions were put forward through the first of two committees established by the Conference. Canada supported five of these. They included a resolution reconfirming the principles of the UN Charter

with respect to the non-use of force and the right of individual or collective self-defence; a resolution calling for the creation of additional nuclear-free zones and urging nuclear-weapon states to sign the protocols to the Latin American Nuclear Free Zone Treaty; a resolution requesting the UN and the ENDC to undertake further arms control and disarmament negotiations; a resolution urging the U.S.S.R. and the U.S. to begin discussions on the limitation of offensive and defensive strategic arms, and a resolution recommending general acceptance of the IAEA system of safeguards. Canada abstained on a resolution calling on the IAEA to establish new machinery for administering safeguards on nuclear materials and recommending changes and simplifications of the safeguards system; the Canadian delegation explained that it considered the IAEA system and standards to be the best obtainable.

In the second conference committee, seven other resolutions were approved; only three of them were supported by Canada. The resolutions supported by Canada requested the Secretary-General of the UN to appoint a group of experts to report on contributions of nuclear technology to economic development; called on the IAEA to facilitate the exchange of scientific and technical information and increase its assistance in the field of nuclear energy; and endorsed the ENDC document linking the development of peaceful nuclear explosions with negotiations on a comprehensive test ban. Canada abstained on four resolutions which: called for creation of a "special nuclear fund" under the IAEA; requested the creation of special programmes in the UNDP, IBRD and IAEA to finance assistance for peaceful nuclear development; recommended the enlargement of the IAEA Board of Governors, and requested all nuclear and non-nuclear states to provide access for students and scientists to their scientific institutions and nuclear establishments engaged in research. In the Canadian view, these resolutions trespassed on the competence of other organizations or were impractical.

### Twenty-Third General Assembly

Most of the debate on arms control at the twenty-third session of the United Nations General Assembly arose from the Conference of Non-Nuclear-Weapon States, whose report was placed on the agenda. Nevertheless, the delay in bilateral talks between the United States and the U.S.S.R. concerning the limitation and reduction of strategic nuclear weapons caused considerable anxiety about the feasibility of controlling the arms race. Virtually every delegation, including Canada's, urged a prompt beginning on the talks and a resolution, stemming originally from the CNNWS, expressing their importance and urgency was adopted 97 to none with five abstentions.

During debate in the First Committee of the Assembly, it became apparent that one satisfactory resolution could not be devised to cover all the decisions of the CNNWS. After prolonged negotiations, in which the Canadian delegation played an active role, four resolutions incorporating the recommendations of the CNNWS were presented and Canada supported three of them. One of the resolutions concerned strategic arms talks, as mentioned above. Two other resolutions supported by Canada repeated the recommendation for the establishment of nuclear-free zones and asked the Secretary-General to prepare a report on the establishment



of a service for peaceful nuclear explosions. The most contentious resolution endorsed the decisions of the CNNWS; requested the Secretary-General to transmit its resolutions to governments and United Nations agencies; asked him to submit a comprehensive report on implementation of the results of the CNNWS, including the possibility of convening the UN Disarmament Commission (which is identical in composition to the membership of the United Nations), and of further international co-operation in the peaceful uses of nuclear energy; and instructed the Secretary-General to have a report prepared on the economic and scientific benefits of "nuclear technology" to developing countries. Canada abstained on this resolution, which did not appear to take into account the provisions of the NPT and which duplicated some aspects of an IAEA study which is already in progress.

In the field of chemical and biological warfare (CBW), the Assembly requested the Secretary-General to prepare a report with the assistance of qualified experts on the consequences of the use of chemical and biological weapons. Canada co-sponsored the resolution authorizing the study and, at the invitation of the Secretary-General, designated an expert to assist in its preparation.

The Assembly also established a permanent committee on the peaceful uses of the sea-bed to succeed the ad hoc committee created by the twenty-second Assembly. The ad hoc committee had held three sessions during the summer, devoted almost exclusively to the legal aspects of the question, but the terms of reference of the new committee, of which Canada is a member, refer to the disarmament implications and note that these will also be discussed by the ENDC.

### The Commonwealth

While the Commonwealth association is troubled by a number of intractable political disputes (discussed under the relevant area divisions), it continued, during 1968, to seek new areas of co-operation in order to develop its full potential as a multi-racial force in world affairs. During the past year, six important conferences were held at which the Canadian Government was represented: the fourth Commonwealth Education Conference, in Lagos, in February; the seventh Commonwealth Broadcasting Conference, in Wellington, in February and March; the second Commonwealth Medical Conference, in Kampala, in September; the Commonwealth finance ministers' meeting, in London, in September; the Commonwealth Conference on the Teaching of Mathematics in Schools, in Port-of-Spain, in September; and the fifth meeting of the Commonwealth Scientific Committee, in Karachi, in November. These conferences provided means for continuing existing consultation and also sought to develop new areas of co-operation between members of the Commonwealth.

On gaining independence in 1968, two new members joined the Commonwealth--Mauritius and Swaziland, bringing the present membership to 28. These are Britain, Canada, Australia, New Zealand, India, Pakistan, Ceylon, Ghana, Malaysia, Nigeria, Cyprus, Sierra Leone, Tanzania, Jamaica, Trinidad and Tobago, Uganda, Kenya, Malawi, Malta, Zambia, the Gambia, Singapore, Guyana, Botswana, Lesotho, Barbados



Mauritius, and Swaziland. In addition, the Commonwealth association was extended to provide appropriate forms of membership for the "mini-states" of Nauru and the West Indies Associated States. These special members enjoy in general all advantages of Commonwealth membership other than attendance at prime ministers' meetings.

Canadian external aid continued to be directed, in large part, to Commonwealth countries through the Colombo Plan, the Special Commonwealth African Assistance Plan (SCAAP), and the Canadian programme for Commonwealth Caribbean assistance. Canada's total contribution under the Colombo Plan since its inception exceeds \$980 million. Canada aided Commonwealth countries in Africa through SCAAP to a total of \$59 million for the period from 1960 to the end of March 1968. Approximately \$59 million was made available to Commonwealth Caribbean countries from 1958 to the end of March 1968. Canada is also an active participant in the Commonwealth Scholarship and Fellowship Plan, contributing \$1.3 million in 1968-69 and receiving 204 students for study at Canadian universities during the same period. More detailed information on Canadian aid to Commonwealth countries is available in the current annual report of the Canadian International Development Agency.

Within the Department, the Commonwealth Division serves both functional and area division roles. In its functional role, the Division is responsible for questions affecting the Commonwealth association and Canada's role in it; the preparation for Canadian participation in Commonwealth prime ministers' meetings; and relations with the Commonwealth Secretariat and certain other Commonwealth organizations /a list of which is found under Appendix VI/. As an area division it has responsibility for Canadian bilateral relations with Australia, Barbados, Britain, Ceylon, Guyana, India, Jamaica, Malaysia, Mauritius, New Zealand, Pakistan, Singapore, Trinidad and Tobago, the West Indies Associated States and British dependent territories -- that is, all Commonwealth countries except those in Africa and the Mediterranean, which are dealt with by other area divisions. Because of their geographical proximity to and economic ties with certain major Commonwealth countries, the Commonwealth Division is also responsible for relations with Ireland, Afghanistan, Nepal, Bhutan and Sikkim.

### Britain

Canada's relations with Britain are extremely complex. They are carried on at all levels of government and on personal and business levels as well. Intergovernmental relations range from the most informal interchanges between officials to negotiations of a more complicated sort -- from trade agreements to matters touching on consular affairs. Examples of interchanges which serve to facilitate the exploration of matters of mutual concern and the appreciation and understanding of the policies of each other's governments are the annual Canada-Britain consultations on United Nations matters, which took place in Ottawa in June 1968, and the meeting in New York in October 1968 between Mr. Michael Stewart, the British Foreign Secretary, and the Canadian Minister for External Affairs. The Canada-United Kingdom Continuing Committee, a joint committee of Canadian and British officials, met in December in London to review world trade and economic developments and to discuss bilateral

matters. In addition to purely bilateral questions, Canada and Britain are bound together by a vast network of multilateral interrelationships connected with the Commonwealth. Anglo-Canadian relations continued to develop in 1968 with numerous visits by various governmental ministers and officials. The programme of visitors was highlighted by that of Prime Minister Wilson to Ottawa in February 1968. When he called on the Governor General and conferred with the Right Honourable Lester B. Pearson, then Prime Minister of Canada, the talks covered a wide range of matters of mutual concern and interest. Among other British visitors to Canada were Mr. Dell of the Board of Trade, to open the British Trade Fair in Regina, Captain the Right Honourable T.M. O'Neill, Prime Minister of Northern Ireland, Mr. Richard Marsh, the Minister of Transport, and General Sir Geoffrey Baker, Chief of the British General Staff. Among Canadian visitors to Britain were Mr. Benson, the Minister of Finance, who attended the Commonwealth finance ministers' meeting in London, Mr. R.H. Winters, then Minister of Trade and Commerce, in January of 1968, Premier W.A.C. Bennett from British Columbia in September 1968, and Premier Ross Thatcher from Saskatchewan in August 1968. The year also saw the arrival in Canada of Sir Colin Crowe, who replaced Sir Henry Lintott as British High Commissioner in Canada.

### Ireland

Ireland and Canada have long enjoyed close and friendly relations which may, in part, be attributed to similarities of political and social institutions, the use of a common language, economic and historic ties. Irish-Canadian relations continued to develop in 1968 with a visit to Ireland by Mr. Benson, the Minister of Finance, in September 1968. Mr. Benson conferred with the Irish Finance Minister, Mr. Haughey. Their discussions dealt with matters of mutual interest in the economic and financial sphere, and they reviewed global economic trends. Particularly close and co-operative working relations were maintained in 1968, as in previous years, on United Nations matters and regular consultations on subjects of mutual concern took place as a matter of course. At the end of the year, Mr. J.J. McCardle arrived in Dublin to take up his appointment as Canadian Ambassador in succession to Mr. E.W.T. Gill, who had retired earlier in the year.

### The Commonwealth Caribbean

The traditional close relations between Canada and the countries of the Commonwealth Caribbean continued to grow in 1968, along the lines of the understandings and agreements reached at the 1966 Commonwealth Caribbean-Canada Conference. There were a number of high-level meetings within the region at which Canada was represented, and continuous contact with the governments of the area on a wide range of matters was maintained. Occasional formal meetings were held in Ottawa between Commonwealth Caribbean representatives in Canada and Canadian government officials under the arrangement whereby this liaison committee could be called to discuss specific questions of mutual interest.

In the area of representation, two new missions were established in Canada. A resident office of the High Commissioner for Guyana was opened in Ottawa, although the High Commissioner himself continues to reside in



Washington. The office of Commissioner for the Eastern Caribbean in Montreal, which had been closed when Barbados established a diplomatic mission in Ottawa, was reactivated by the Council of Ministers of the West Indies Associated States.

A number of distinguished leaders from the region visited Canada during the year on formal or informal visits. Among these were the Honourable Hugh L. Shearer, Prime Minister of Jamaica; the Honourable W. Barrow, Prime Minister of Barbados; the Honourable L.F.S. Burnham, Prime Minister of Guyana; the Honourable E.M. Gairy, Premier of Grenada; the Honourable R.M. Cato, Chief Minister of St. Vincent; the Honourable R.L. Bradshaw, Premier of St. Kitts-Nevis-Anguilla; the Honourable V.C. Bird, Premier of Antigua, and the Honourable J.G.M. Compton, Premier of St. Lucia. A parliamentary crisis in February forced the postponement of state visits by the Governor-General of Canada to Jamaica, Trinidad and Tobago, Guyana and Barbados.

One development in the area of considerable interest to Canada was the formation of the Caribbean Free Trade Area. The new trading arrangement will offer a larger internal market for producers in the region, and provide a basis for increased economic co-operation among the countries of the Commonwealth Caribbean. Canada has indicated its willingness to participate in a Caribbean Development Bank, which is associated with the new trading arrangements, but at the end of 1968 discussion on the establishment of the Bank has still not concluded.

#### Australia, New Zealand, Malaysia and Singapore

Canada's relations with Australia and New Zealand continued to strengthen in 1968, and co-operation calculated to promote political and economic stability among the non-Communist countries of the Pacific and Asia continued through the medium of the Commonwealth and Colombo Plan. Economic relations with Australia and New Zealand continued to develop, with benefit to the Canadian West Coast. The total volume of trade between Canada, on the one hand, and Australia and New Zealand, on the other, has continued to expand, as has tourism.

Some elements of the Canadian Forces were trained in jungle warfare in Australia. There were exchanges of technical and other topical information between Canada and Australia on a variety of subjects in 1968.

Australia and New Zealand continued to broaden their roles as leading nations of Southeast Asia. Both countries maintained their civil and military assistance to the Republic of Vietnam. In January, the Right Honourable John G. Gorton assumed the office of Prime Minister, following the death of Mr. Holt the previous year. Mr. Hasluck, the Australian External Affairs Minister, visited Canada during the latter part of 1968 and conferred with Prime Minister Trudeau and Mr. Sharp on a variety of matters of mutual interest, especially with relation to the Pacific.

Canada's principal relation with Malaysia has developed in aid and technical assistance, and its relation with Singapore in the latter field. Malaysia is deemed a country of concentration for Canadian aid. The gradual withdrawal of British military forces from Southeast Asia is imposing additional defence burdens on Malaysia and Singapore, and Canada has extended some military assistance and advice to the former country.



Last year Malaysia was faced with increased Communist guerrilla activity based outside the country, and by a renewed Philippines claim to Sabah (North Borneo). The Prime Minister of Singapore, Mr. Lee Kuan Yew, made an extended private visit to Canada in 1968, during which he was invited to Ottawa for consultations with Prime Minister Trudeau and others. His visit aroused considerable interest in Canada, and has contributed to the growth of friendly relations between Canada and Singapore, the entrepôt trade centre of the area, which is rapidly becoming an industrial centre for the region.

The value of Canadian trade with the four countries in 1968 totalled \$357 million, with exports at \$232 million and imports (end of November) at \$125 million. Trade with Australia expanded to \$186 million (imports -- end of November).

### India, Pakistan and Ceylon

Canadian relations with the subcontinent continued to be closely connected with the extensive aid which Canada had contributed to the countries of this area. Owing to a good crop year in India, however, the food shortage there improved somewhat from the previous year and Canadian food grain assistance to this country correspondingly tapered off during 1968. In October, Dr. N.S. Reddy and Mr. S.L. Shakhder, Speaker and Clerk respectively of the Lok Sabha (the Indian Parliament), visited Ottawa and met with Their Excellencies Governor-General and Mrs. Michener, as well as with senior members of both Houses of the Canadian Parliament. Canada maintained its contribution to the United Nations Military Observer Group for India and Pakistan. Senator John B. Aird, Q.C., travelled to Ceylon in August as the special representative of the Prime Minister of Canada at a ceremony held on August 5 marking the official opening of the new Katunayake International Airport terminal building, a joint Canadian-Ceylonese aid project. In the week following he visited a number of other centres in Ceylon.

## II

### AREA DIVISIONS

#### African and Middle Eastern Division

The Canadian Government expanded and intensified its relations with African countries and in the Middle East during 1968.

Although no new resident missions were opened in Africa, Canadian Ambassadors were accredited for the first time to Libya, Mauritania and Somalia, and a Canadian High Commissioner was accredited to Botswana. Increasing African interest in Canada was demonstrated through the establishment of resident missions in Ottawa by Algeria and Ethiopia, by the arrival in Ottawa of the first resident Ambassador of the Congo (Kinshasa), by the dual accreditations of High Commissioners of Uganda and Swaziland and by the dual accreditation of an Ambassador of the Somali Republic. During the year, President Bourguiba of Tunisia and Prime Minister Jonathan of Lesotho visited Canada. There were also numerous visits by ministers and officials from African countries.

The Canadian Government has been deeply concerned with the human suffering resulting from the civil war in Nigeria, a nation with which Canada has developed close relations. Operating through the International Committee of the Red Cross, the Government made available approximately \$3 million in food and other assistance for those areas of Nigeria affected by the hostilities. In addition, at the request of the Federal Military Government of Nigeria, Canada has participated in the International Observer Team investigating allegations of genocide which have arisen from the war. Parallel with the humanitarian concern demonstrated by its contributions to relief operations, the Canadian Government has encouraged and supported attempts, by the Organization of African Unity and the Commonwealth Secretary-General, to settle the dispute through peaceful negotiations.

During 1968, continuing efforts were made to strengthen relations with French-speaking African nations. This was underlined by the dispatch of two ministerial missions to francophone Africa. First, a special economic co-operation mission, led by the Honourable Lionel Chevrier, visited Morocco, Algeria, Tunisia, Cameroun, the Ivory Coast, Niger and Senegal. Its aim was to extend and intensify our programmes of economic co-operation in francophone Africa generally, and to this end the mission committed the Canadian Government to specific projects. Later in the year, Senator Paul Martin visited a number of francophone countries, including Rwanda, the Congo (Kinshasa), the Ivory Coast, Niger, and Senegal. The purpose of Senator Martin's trip was to attend the fifth anniversary of the Canadian-sponsored University of Rwanda. He took the opportunity while in Africa to visit the other countries mentioned and to hold talks with their leaders.

Canada continued to indicate its desire to participate in the projected francophone organization. To this end the Government accepted an invitation to participate in a conference, which is to be held in

February 1969 in Niger. The Government also received an invitation to attend the conference of ministers of education to be held in Kinshasa in January 1969, in contrast to the previous conference held in Libreville, Gabon. This invitation was accepted.

The illegal situation in Rhodesia continued to concern countries, such as Canada, which did not accept the institutionalization of discrimination based on colour. As a member of the United Nations Security Council, Canada voted in favour of the resolution of May 29, 1968, which imposed comprehensive mandatory sanctions against Rhodesia. Although Canada has enforced a complete trade embargo since February 1966, certain measures were necessary to ensure Canadian compliance with the new resolution and these were adopted by Order-in-Council on December 20. Canada continued to advocate, as the best solution to the Rhodesia problem, that legal independence should not be granted except on the basis of majority rule (NIBMAR) and reaffirmed this principle by voting in favour of the United Nations General Assembly resolution of October 25.

The other problems of southern Africa -- apartheid, the territories under Portuguese administration and Namibia (South West Africa) -- also engaged active Canadian attention. The Government expressed its abhorrence of South Africa's racial policies and reaffirmed its support for the United Nations General Assembly's action in 1967 revoking the South African mandate over Namibia. The Canadian delegation voted in favour of a General Assembly resolution condemning Portugal's colonial policies and stated Canada's belief that the peoples of Portugal's overseas territories had the right to self-determination.

Relations with other African states have continued to expand and programmes of economic co-operation have become an increasingly important element in our bilateral relations with these countries.

In July 1968, the Canadian Government was able to give up its role of protecting power for British interests in Tanzania, and for Tanzanian interests in Britain, when those countries re-established diplomatic relations.

In the Middle East little tangible progress was made during 1968 in reaching an Arab-Israeli settlement following the hostilities of June 1967. In view, however, of the consequences which lack of progress toward an equitable settlement might have not only for the peoples of the area but for the entire international community, the search for a just and lasting peace continued to be pursued. The Secretary-General's special representative, Ambassador Gunnar Jarring of Sweden, took the foremost part in this quest, with Canada's full support. As a member of the Security Council, Canada was actively engaged throughout the year in the efforts of the Council to deal with issues arising from the dispute and to promote an agreed settlement.

The Canadian Government continued to demonstrate its concern for the plight of the Arab refugees by giving strong support to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). By January 1969, the Government had, for the 1968-69 fiscal



year, made contributions valued at approximately \$1.5 million to sustain the humanitarian operations of this Agency.

During 1968, Canada maintained its support for United Nations peace-observation activities in the area. Officers of the Canadian Armed Forces served with the United Nations Truce Supervision Organization (UNTSO), whose observers supervised the cease-fire arrangements in three sectors.

On the bilateral plane, Canada maintained its efforts to foster friendly relations with all of the countries in the Middle East. The activities of Canadian representatives in the area and the efforts of the diplomatic representatives of Middle Eastern countries accredited to Ottawa were instrumental in furthering this objective. In addition, Canada's bilateral relations with Middle Eastern countries were strengthened by visits of Canadian Cabinet Ministers to the United Arab Republic, Iran and Lebanon and by the visits to Canada of the Prime Minister and Foreign Minister of Israel and of the Foreign Minister of the United Arab Republic.

### European Division

The European Division's responsibilities within the Department cover the whole of continental Europe, East and West. In all, Canada has diplomatic relations with 26 countries of the area, maintaining 20 resident missions and six consular offices. Some 25 European nations are represented in Ottawa by diplomatic missions, three of which share dual accreditation with Washington.

The year 1968 witnessed an important development, on the Canadian side, which may shape Canada's relations with Europe in coming years. The Canadian Government set in motion an extensive review of Canadian policies and activities concerning Europe in order to define priorities and to explore the most effective means of pursuing Canada-Europe relations.

In Western Europe, Canada followed developments in multilateral co-operation with heightened interest. This was manifested, with regard to space science for instance, through the visit of a Canadian scientific mission to several countries in the area and through Canada's attendance as an observer at the European Space Conference in Bonn in November. Active contacts were pursued with major European multilateral organizations such as the European Communities, and co-operation was maintained with European countries in forums like the OECD, GATT and NATO.

Co-operation between Canada and France and the volume of exchanges continued to grow in 1968.

In January the Minister of Energy, Mines and Resources, Mr. Jean-Luc Pepin, went to Paris for the opening of a major exhibition entitled "Canada, Arts d'Aujourd'hui" and had talks with ministers and the French Government. There have also been visits to France by the Minister of Defence, the Secretary of State and other Canadian ministers. On the French side, the Finance Commission of the National Assembly sent to

Canada in March, on a study mission, an important parliamentary delegation led by Mr. Valéry Giscard d'Estaing. On the occasion of the funeral of Premier Johnson in September, the French Prime Minister, Mr. Couve de Murville, held talks in Quebec with Prime Minister Trudeau. In December, a delegation of nine Canadian Parliamentarians, led by Mr. Ovide Laflamme, visited Paris for a highly successful meeting of the France-Canada Parliamentary Association.

Extensive cultural exchanges were pursued by the Canadian and French Governments, in accordance with the France-Canada cultural agreement of 1965. Co-operation between France and the Canadian provinces, particularly Quebec, also developed under this agreement.

In the sphere of nuclear energy, France and Canada concluded on September 30 an agreement by which Atomic Energy of Canada Limited sold to the French Commissariat for Atomic Energy \$1.5-million worth of Canadian plutonium, under provisions for inspection and peaceful use. This was followed on October 15 by an important five-year agreement between the two organizations concerning the exchange of information in the field of research and development relating to heavy-water-moderated nuclear power reactors. In the space field, where France-Canada exchanges were already taking place, the Secretary of State for External Affairs, Mr. Sharp, conveyed to Mr. Debré, the Minister for Foreign Affairs, on October 4 proposals for extensive co-operation. The France-Canada joint committee on defence research, development and production also met in October in Ottawa to take stock and study plans for the future.

Co-operation with the Federal Republic of Germany continued to occupy a significant place in Canada's external relations, both bilateral and multilateral. During the year the German Minister of Defence and a parliamentary delegation headed by the Bundestag President visited Canada, while the Canadian Minister of National Defence and the Minister of Finance visited the Federal Republic. Joint efforts in scientific and meteorological testing were continued and expanded at the Churchill Research Range, and a Canadian scientific delegation visited the Federal Republic in October. The Federal Republic assumed increasing importance as a source of capital both for private and for governmental borrowers in Canada.

In line with the friendly links it had long enjoyed with the Benelux and Scandinavian states, as well as with Switzerland and Austria, Canada pursued a close dialogue with these countries in 1968. The visit to Ottawa in October of the Belgian Foreign Minister, Mr. Pierre Harmel, which reflected the close political, cultural and human affinities between Belgium and Canada, enabled the Secretary of State for External Affairs and his Belgian colleague to review new possibilities for co-operation in several fields, including that of science and technology.

Relations with the Mediterranean countries of Western Europe also received attention. Italy, with which Canada has broad contacts both within NATO and bilaterally, received particular manifestations of sympathy from Canada through private and governmental donations following the disastrous earthquakes in Sicily. In the summer, an official visit to Turkey by the Canadian Minister of Industry, Trade and Commerce underlined Canada's interest in that country and its developing economy.



The first seven and a half months of 1968 brought a continuation of the improvement in relations between Canada and the Communist countries of Eastern Europe, which had been particularly marked during the centennial year. Following the outstanding contributions of Czechoslovakia, Yugoslavia and the U.S.S.R. to Expo 67, the climate of relations had led to genuine hopes for continuing development of détente. Growing trade and tourism, and official and semi-official visits in both directions were also indicative of the lessening of political tensions. The establishment of diplomatic relations in 1967 resulted in Canada's Ambassador to Belgrade being dually accredited to Romania and Bulgaria. A trade agreement was signed with Hungary on August 9 by the Minister of Industry, Trade and Commerce, and progress was made in outstanding claims negotiations.

The invasion of Czechoslovakia on August 21 by the Soviet Union and some of its allies (particularly Bulgaria, Hungary and Poland) shocked Canadians and produced a serious setback to Canada's relations with those countries. The Honourable Mitchell Sharp, speaking to the United Nations, condemned the action as "naked power politics without regard to the Charter of the United Nations". Canada's contacts with the invading powers were severely restricted and many planned exchanges were cancelled or postponed.

Almost as disturbing as the invasion itself were the implications of subsequent events, including the continued presence of Soviet troops on Czechoslovak soil and the persistence of the Soviet Union in asserting its authority over a sphere of influence in Eastern Europe. As the Secretary of State for External Affairs stated, speaking in Winnipeg on October 13, 1968: "Canada cannot and will not accept the claim that some alleged community of interest ... can ever under any circumstances entitle one country to interfere in the internal affairs of another. We recognize no 'spheres of influence' ... The principle of non-intervention is absolutely fundamental to international relations. If it is not observed, there can be no confidence between states and therefore no relations which can go beyond fear and mistrust." The Canadian Government nevertheless recognizes that, in the long run, peaceful evolution in relations with the Communist countries is the only hope of achieving stable and equitable settlements of fundamental issues which divide the world.

During the year Canadian relations with Czechoslovakia, Romania and Yugoslavia continued to develop. Romania is in the process of establishing an embassy in Ottawa, and a trade office in Montreal. Canada participated in trade fairs at Zagreb in Yugoslavia and Brno, Czechoslovakia, in September. By the year's end, Canada had received some 9,000 Czechoslovak refugees.

#### Far Eastern Division

The Far Eastern Division is concerned with all East and Southeast Asian countries from Japan to Burma, with the exception of those which are members of the Commonwealth. Canada maintains resident diplomatic missions in Japan, Indonesia and Thailand, a Consulate General in the Philippines and trade and immigration offices in Hong Kong. The



Canadian Ambassador to Japan is also accredited to the Republic of Korea and the High Commissioner to Malaysia is accredited to Burma. In addition to bilateral relations with these countries, the Far Eastern Division is concerned with the work of the International Commissions for Supervision and Control in Vietnam, Laos and Cambodia, of which Canada has been a member since their establishment in 1954. The Division has primary responsibility for the whole range of questions affecting these three countries arising out of the Geneva settlements of 1954 and 1962, as well as the current negotiations toward a settlement of the war in Vietnam.

### Japan

Japan is the Far Eastern country with which Canada maintains the most extensive and varied bilateral relations, reflecting its position, alone among Asian countries, as a major financial and industrial power. The year 1968 marked the centennial of the Meiji Restoration, which launched Japan on its course of modernization and development. Although there was some falling-off in the number of Japanese official and private visitors to Canada, which had been unusually large as a result of Japanese interest in Expo 67, the number of Canadian visitors to Japan continued to increase with the rapid growth in trade between the two countries. On July 1, Canada's national day celebration took place in Osaka, where the Ambassador, Mr. H.O. Moran, in collaboration with the President of the Japan Corporation for the 1970 World Exposition, took part in a ground-breaking ceremony in the Senri Hills at the site of the Canadian pavilion. Canada was the first country to commence work on its national pavilion at Expo 70; in addition, there will be pavilions representing the provinces of British Columbia, Ontario and Quebec.

### China

The Prime Minister's statement on Canadian foreign policy, released on May 29, 1968, indicated that the aim of the Canadian Government would be to recognize the People's Republic of China Government as soon as possible and to enable that Government to occupy the seat of China in the United Nations, taking into account that there is a separate government on Taiwan. On this basis, the Department undertook a comprehensive study of Canada's policy towards China, which was completed and was under consideration at the Cabinet level towards the end of 1968.

In view of this concentration on bilateral relations with China, the Government did not take any new initiative when the question of Chinese representation in the UN again came before the General Assembly from November 15 to 21. As in 1967, we abstained on the so-called "Albanian" resolution (A/L 549), which calls both for the seating of the People's Republic of China representatives in all UN organs and for the expulsion of those representing the Republic of China. We voted for the procedural resolution (A/L 548), which asserted that Chinese representation is an important question. On a third resolution (A/L 550), which proposed the establishment of a study committee to consider the problem, Canada abstained. In 1967 we had voted in favour of a similar resolution.

In the voting which took place on November 21, Resolution A/L 548 was approved by 73 votes in favour (Canada), to 47 against, with five abstentions. Resolution A/L 549 was defeated by 44 votes in favour (one less than in 1967) to 58 against, with 23 abstentions (Canada). Mr. Goyer, the Canadian representative, explained our votes in the following terms:

"The Canadian delegation, as in the past, will vote to consider this matter as an important question in terms of Article 18 of the Charter ....

"On the substance of the issue, we shall abstain as we have for the last two years. In our view, the representation of the People's Republic of China -- desirable and necessary as this is -- ought not to be brought about without taking into account those already represented in this Assembly. The Canadian position has been outlined in detail in this Assembly, and we see no need to repeat now the arguments advanced then.

"As to resolution A/L 550, which calls for the creation of a study committee to consider the question of Chinese representation, we do not feel able to give it our support this year as we have in the past. We shall, therefore, abstain. The votes on this proposal at the past two sessions of this Assembly make it clear, we believe, that this approach is not acceptable to most member states. Had it won the favour of the Assembly, it might possibly have provided an opportunity for progress on this issue, but it is now clear that we must look for some other approach."

### Indochina

Addressing the House of Commons on March 18, the Secretary of State for External Affairs summed up the Canadian Government's view of the Vietnam problem at that juncture in the following terms:

"There can be no differences of opinion about the urgency of the need to help bring this terrible ordeal to an end. We believe the only way to do so is through negotiations that are directed toward the establishment of a durable and stable settlement which both sides can accept and live with. The immediate problem continues to be what it has been for some time; it is as simple to formulate as it has proven difficult to solve in practice. It is the problem of how to get the negotiations started and how to establish a sufficient measure of confidence between the two sides to enable them to sit down together and start discussing the basic political issues at stake in Vietnam, instead of bringing their military weight to bear on them. This is the aspect of the problem to which the Government had directed the highest priority and urgency."

The prevailing impasse, to the resolution of which a number of past Canadian efforts had been directed, was at last broken when, on March 31,

President Johnson announced that he had ordered a suspension of the bombing of the greater part of North Vietnam, and, in so doing, renewed his earlier appeals for prompt and serious talks on the substance of peace. The Canadian Government welcomed this decision as "an act of courage" and "a gamble for peace", and appealed to Hanoi to respond positively.

After some delay in reaching agreement on a mutually-acceptable site for the talks, the first formal contacts were made by U.S. and North Vietnamese representatives in Paris in mid-May. A basis had thus been found for the two sides to enter into direct negotiating contact, and under the circumstances there appeared to be little that third parties could, or indeed should, do to be of immediate assistance.

Although the Canadian Government held no illusions that once this stage was reached results would follow swiftly, progress at the Paris talks was disappointingly slow. The hostilities continued, but by mid-year at an apparently reduced pace. It was not until October 31, with the decision of President Johnson to suspend the remaining bombing of North Vietnam, and the widening of the Paris group to include representatives of the South Vietnamese Government and the National Liberation Front (Viet Cong), that the negotiations seemed to be moving towards a more significant and substantive phase.

While not directly involved, Canada continued to follow developments in Vietnam itself and, in relation to the Paris talks, with close attention. Special interest attached to the prospects for broadly-based development assistance programmes once a stable peace had been secured, and to the possibility that a new settlement might require some form of international control machinery.

Throughout the year the International Commission in Vietnam, with representation in both Saigon and Hanoi, continued in operation, but in reduced form.

The Vietnam situation continued to affect neighbouring Cambodia and Laos. During the year, the Royal Government of Cambodia (RKG) requested the International Commission in Phnom Penh to investigate an increasing number of incidents on its borders with South Vietnam. With few exceptions, such requests were met promptly by the Commission. In view of persistent allegations regarding the use of Cambodian territory as a sanctuary, base and supply route by Vietnamese Communist forces, the RKG addressed notes to the Commission indicating its desire that the Commission undertake investigations to detect any foreign infiltration. It also asked the Commission to search not only the areas concerned in certain allegations that had been made but, if necessary, the whole territory of Cambodia in order to check these accusations. In its replies, the Commission assured the RKG that it would continue to undertake the investigation functions which it had been carrying out in the past and would co-operate with the RKG when provided with specific details and necessary assistance.

For some years, the Cambodian Head of State, Prince Norodom Sihanouk, has sought to have the International Commission in Cambodia strengthened



so that it could supervise and control the border areas of his country more effectively in accordance with the terms of the 1954 Cease-fire Agreement under which the Commission operates. Toward the end of December 1967, the United States Government responded to a suggestion by Prince Sihanouk and offered to provide the Commission with two helicopters for this purpose. The Canadian Government supported the strengthening of the Commission in the hope that the Commission might be able to play a helpful role in preventing the conflict in Vietnam from spreading to Cambodia. Despite the Canadian delegation's persistent efforts in the early months of the year, however, it was unsuccessful in getting the agreement of the other Commission members to accept the United States offer.

On September 2, the Canadian Government issued a declaration in response to the Cambodian Government's request for international reassurances regarding its territorial integrity. The declaration, basing itself on the principles of the United Nations, stated in part that Canada "recognizes and respects the territorial integrity of the Kingdom of Cambodia within the limits of its present frontiers". In issuing a declaration of this character as other states had done, the Canadian Government hoped that it might contribute to alleviating some of the tensions in the area. Canada's interest in promoting the peace and stability of the area was further reflected in its decision to contribute financially to the Prek Thnot power and irrigation project in Cambodia.

In Laos, the International Commission made no progress on the various outstanding items before it, including the question of periodic reports, which have not been submitted to the Co-Chairmen of the Geneva Conference since 1963. Canadian efforts to have the Commission give effective consideration to this backlog of items were unsuccessful.

Increasing concern about the substantial number of North Vietnamese troops operating in Laos was reflected in Royal Laotian Government complaints to the Commission. The Canadian delegation proposed formal investigations of these complaints in accordance with the Commission's responsibilities under the 1962 Protocol to the Declaration on the Neutrality of Laos. As a first step, however, it agreed that the Commission should undertake visits in the hope that they would have a calming effect on the situation. After considerable delays, visits were made to four sites in southern Laos. The Polish delegation, which opposed the visits, refused to participate in them. The Canadian proposals to undertake formal investigations into all these complaints remained tabled.

#### Latin American Division

This Division is concerned with Canada's relations with Latin America. Canada has had diplomatic relations with all 20 Latin American countries since 1957, and now maintains 14 embassies in the area, nine headed by ambassadors and the others by chargés d'affaires. The scope of the work of the Latin American Division was considerably broadened by events in 1968.

The new Government of Prime Minister Trudeau initiated, as part of a general review of Canada's foreign policy, a review of Canadian policy with regard to Latin America. The aim of the Latin American review was to find ways in which Canada's political, economic, and cultural relations with Latin America might be strengthened. One important question was whether the strengthening of these relations could best be attained by increasing Canada's role in the multilateral institutions of the Western Hemisphere -- in particular the Organization of American States -- or by increasing Canada's bilateral contacts with Latin American countries. The results of the review are expected in the course of 1969.

As a first step in the review, the Government sent a fact-finding mission at the ministerial level to nine countries in Latin America during October and November. In all, five Cabinet Ministers, the Parliamentary Secretary to the Secretary of State for External Affairs, and 28 officials from ten government departments and agencies participated in the mission for at least part of its duration -- the largest such group ever to be sent abroad by the Canadian Government. Because of the size and degree of specialization of the mission, its members were able to hold discussions on a broad range of subjects with their counterparts in each country. The ministerial mission provided firm evidence of the seriousness of the Government's intention of drawing closer to Canada's Latin American neighbours.

During the mission's visit to Mexico, arrangements were completed for the establishment of a joint Mexico-Canada committee for bilateral consultation on political, economic, and commercial questions concerning the two countries. This is the first such committee Canada has formed with a Latin American country. Its formation was a sign not only of Canada's desire to expand its relations with the countries of the Hemisphere, but also of the common interests Canada and Mexico had long shared as North American countries.

While these developments presaged new directions in Canada's relations with Latin America, the year also saw a good deal of activity under present programmes. Canada continued to play an active role in the Pan-American Institute of Geography and History, participating in the meeting of the Directing Council in Mexico City in July and August and playing host to meetings on Canada's role in PAIGH in Ottawa in November. In accordance with recent practice, Canadian observers attended the special meeting of ministers of health of the Americas in October, under the auspices of the Pan-American Health Organization, and Canada sent observers to several national reviews of CIAP, the executive committee of the Alliance for Progress. Canada continued to co-operate with Latin American countries in the United Nations and, in accordance with its member status, attended the twelfth session of the Committee of the Whole of the Economic Commission for Latin America in Santiago, from April 23 to 25. Outside the framework of United Nations and inter-American institutions, a delegation of Canadian Parliamentarians attended the fifty-sixth Interparliamentary Conference in Lima from September 5 to 13.

Canada contributed a further \$10 million to its development-loan programme, which is administered by the Inter-American Development Bank



(IDB), bringing to \$50 million the total amount allocated since the programme's inception in 1964. All of this has now been committed to 15 projects. The Canadian Government continues to assist indirectly the Canadian University Service Overseas in its operations throughout the world, including those it is undertaking in Latin America, and sponsors another private organization which provides technical assistance to developing countries, the Canadian Executive Service Overseas.

The first designation was made of funds from the \$15 million provided to the IDB for capital projects under Section 21A of the Export Credits Insurance Act, when \$2.3 million was committed in Brazil. Apart from those provided for the IDB, Section 21A funds totalling \$155.4 million have now been extended to Latin America since the end of 1960, when they first became available.

### Relations with French-Speaking States Division

This Division deals with the multilateral aspects of Canada's relations with the francophone states, thus complementing the work of other area divisions concerned with the bilateral facets of these relations. In particular, the Division is concerned with all aspects of Canada's growing participation in La Francophonie, the cultural community of the French-speaking countries of the world. As such, it was involved throughout the year in the preparation of several meetings of an official or semi-official nature held in various countries in connection with La Francophonie. It also dealt with some initiatives sponsored by French-speaking states and certain phases of the Chevrier missions to Africa in March-April and in the United States during the last months of the year.

### U.S.A. Division

This Division is concerned with the totality of Canada's relations with the United States. It has general responsibility for co-ordinating the many facets of this extensive and complex relationship. This involves a continuing review and analysis of all aspects of the constantly increasing range of matters which are of interest to the two countries.

In exercising this function, the Division maintains close liaison with other government departments and agencies and with other divisions in the Department which have primary responsibility for certain aspects of the bilateral relation, such as those that have to do with defence arrangements and economic relations. The Division has specific responsibility for matters of bilateral concern relating to the development of water resources, transportation links (including highways and international bridges), international parks, water and air pollution, international fisheries commissions and fisheries conservation, shipping (including tolls and pilotage on the St. Lawrence Seaway system), and trans-border traffic and migration, in their international context. The Division works closely with the International Joint Commission, with the International Boundary Commission, and with the St. Lawrence Seaway Authority and other international commissions and organizations concerned with Canada-United States matters. The Division is also responsible for co-ordinating interdepartmental views on the construction and operation



of international bridges and on international transportation questions in Canada's Pacific Coast region.

In the field, our relations with the United States are conducted through the Embassy in Washington, the Consulates General in Boston, Chicago, Los Angeles, New Orleans, New York, San Francisco and Seattle, and Consulates located in Cleveland, Dallas, Detroit and Philadelphia. In addition, a Consul has been named and preparations have been made to open an office in San Juan, Puerto Rico.

During the year the Secretary of State for External Affairs and the United States Secretary of State met to exchange views on a broad range of international topics. Many other meetings were held by Canadian and American officials with their counterparts in which a wide range of topics of interest to both countries were discussed. The eleventh meeting of the Canadian-United States Parliamentary Group was held in Washington in March at which 24 members of the Canadian Parliament met with a comparable number from the U.S. Congress to exchange views on a variety of subjects of common interest, particularly in the fields of trade, transportation and defence.

One of the most active aspects of the Division's work is its function as the point of contact between the Canadian Government and the International Joint Commission. During 1968, the Commission's activities have focused to a great extent on abatement of water pollution along the international boundary. The Commission convened public international meetings in Niagara Falls, New York, and St. Stephen, New Brunswick, in order to determine why previously established standards of water quality are not being met in the Niagara and St. Croix rivers. The Commission's report on each meeting was brought to the attention of the authorities concerned in both countries. In October, the Canadian and United States Governments released the Commission's second interim report on pollution of Lake Erie, Lake Ontario and the international section of the St. Lawrence River, recording achievements to date by the authorities in both countries and problems remaining to be solved. It is expected that the Commission will be in a position to begin preparation of its final report and recommendations to the two Governments some time in 1970.

The IJC also produced an interim report in July describing progress being made in the Commission's investigation of the possibility of further regulation of the Great Lakes and their connecting waters, so as to reduce the extreme variations in levels that had been experienced. Following further investigations by the Commission's international board, which are expected to be completed by the end of 1970, and public hearings in the areas concerned, the Commission will forward a final report to the Governments.

Canada and the U.S. agreed during the year to exchange data and views in respect of the storage of waters of the upper Yukon watershed and diversion thereof in the region for the generation of hydro-electric power and the utilization of such electrical energy for the mutual benefit of Canada and the United States.

### III

#### ECONOMIC AFFAIRS

The volume and variety of work arising from Canada's international economic interests and activities continued to increase steadily during 1968. In response to this trend, and in parallel with measures taken in certain other areas of departmental activity, what had previously been the Economic Division was reorganized during 1968 as an Office of Economic Affairs containing three new divisions. The Aid and Development Division, the Commercial Policy Division and the Transport, Communications and Energy Division have responsibilities corresponding to those of the three sections of the Economic Division. The change became necessary because the Economic Division, which had grown very large and complex, no longer represented the most effective structure for meeting the requirements of a Department in which divisions were the established operational and administrative units. Under the new arrangement, the Head of the Office is able to concentrate his attention mainly upon the co-ordination and direction of work relating to broad questions of major significance for Canada's international economic relations.

#### Aid and Development Division

The importance of economic development questions in international relations has continued to grow. The problem of how to reduce the increasing disparity between the standards of living in the developing countries is not easy of solution but greater effort in many countries, including Canada, are being devoted to it. Canada has accepted, along with other advanced countries, certain responsibilities to help the developing countries, both by providing more and better aid to them and by expanding their trading opportunities. The Aid and Development Division forms a focal point for departmental consideration of these issues.

The Annual Review of the Canadian International Development Agency, which is primarily responsible for administering the Canadian aid programme, provides a detailed account of Canada's bilateral programmes and of our contribution to multilateral assistance activities, both of which continued to increase in 1968. With the growing size and diversity of Canadian aid activities, the necessity for reviewing carefully the foreign policy implications of our development efforts has become yet more important. A fundamental task of the Aid and Development Division is to maintain a continuing dialogue with the responsible officials in CIDA and those of other government departments and agencies that have a particular interest in the expanding Canadian aid effort. Since development projects and programmes almost invariably raise questions affecting Canadian relations with recipient countries (primarily Commonwealth and francophone countries), the Division provides a point of co-ordination for the views of interested area divisions and a channel of communication of them to the Canadian International Development Agency. The Division also helps relate Canadian assistance activities to those undertaken by multilateral institutions. In consultation with the United



Nations Division, it keeps in touch with CIDA and other departments about the size and role of Canadian contributions for the support of programmes such as the UNDP or agencies such as UNRWA or UNICEF.

A variety of types of interdepartmental machinery exist for the consideration of international development issues. Most important is the Canadian International Development Board, which examines basic policy questions and makes recommendations on them to ministers. Other committees meet as need be to review aid items in which departments have an interest, the food aid programme, special area programmes or staffing requirements in the field.

With the growing programme, Canadian diplomatic posts are spending an increasing amount of time on aid administration. The Division provides a centre in the Department for consideration and co-ordination of their current aid work and recommendations for the future. During the course of the year arrangements were worked out under which officials from CIDA were sent into the field as fully integrated members of Canadian embassies or high commissions to assist in the administration of the programme.

Canada has long supported the programmes of the International Bank for Reconstruction and Development (the "World Bank") and its affiliates, the International Development Agency and the International Finance Corporation. During 1968, a substantial allocation was made for the replenishment of the depleted resources of IDA, whose activities in the field of concessional lending have always been regarded by Canada as particularly important. The World Bank has also provided a most useful forum for consultation on aid questions through its consortia and consultative groups organized for particular recipient countries. Regional development banks are becoming an increasingly significant source of financing for the developing countries; Canada is a member of the Asian Development Bank and utilizes the Inter-American Bank for capital assistance to Latin American countries.

In addition to the possibilities provided by UN institutions and World Bank groups for consultation on aid questions, the Colombo Plan, which was the first international aid association, remains a forum for co-operation. During 1968, it held the annual session of its Consultative Committee in Seoul, Korea. The Development Assistance Committee (DAC) of the OECD is another important co-ordinating body where the donor countries gather by themselves to consider common problems and means of expanding and improving the development assistance they offer. The DAC and its sub-groups meet almost weekly in Paris.

Under the definition of the international aid target set at 1 per cent of a country's gross national product, most forms of financing involving a net flow of resources are counted. In Canada, an important source of financing for the developing countries is the long-term credit facility of the Export Credits Insurance Corporation. The use of these credits, which are made available to Canadian exporters, has foreign policy as well as developmental aspects of interest to the Department of External Affairs. The Aid and Development Division provides a representative for the Export Finance Committee, which meets regularly to consider applications under this facility.



During the past years, it has been increasingly recognized that better trading opportunities for the developing countries should go hand in hand with increased financial assistance to them. Various international organizations, particularly the GATT and the United Nations, are attempting to explore new ways to help developing countries expand and diversify their trade. In the spring of 1968, a large and comprehensive conference on this subject was held in New Delhi (UNCTAD II), which has resulted in further impetus being given to the continuing work of the permanent bodies of the UN Conference on Trade and Development (established in 1964). Canada, as a member of its principal subsidiary organ, the Trade and Development Board, and of its four permanent committees, participated in many sessions examining such questions as improvements in international commodity trade, the expansion of exports of manufactured products from developing countries, the introduction of a general preference scheme, and the improvement of the flow and terms of financial assistance. The Division helps to provide the necessary staff for Canadian delegations to UNCTAD meetings and many of the other international conferences and sessions on aid and development matters.

### Commercial Policy Division

#### Multilateral Economic Relations

Implementation of tariff concessions agreed to in the GATT Kennedy Round of tariff negotiations began in 1968 and is to be completed in stages, with all concessions to be fully implemented in 1972. In November 1968, at the twenty-fifth session of the GATT contracting parties, it was agreed to continue with the work programme adopted following the previous session of contracting parties, which is intended to prepare the way for an eventual new round of negotiations. The programme is concerned particularly with the problems of trade in industrial sectors and agriculture and with non-tariff barriers and the trade problems of developing countries.

Since its inception seven years ago, the Organization for Economic Co-operation and Development has provided a forum for consultation among the advanced industrialized countries of Western Europe and North America and Japan in the fields of economic policy, trade and assistance of developing countries. The OECD has also continued to expand its activities into the areas of education, manpower and social affairs. In November, the annual ministerial meeting of the Agriculture Committee, at which Canada was represented by the Honourable H.A. Olson, Minister of Agriculture, underlined the need to adjust agricultural policies to cope with the increasingly complex problems of internal and external agricultural trade. The Department co-ordinates Canada's participation in the work of the OECD.

The International Monetary Fund held its annual meeting this year in Washington from September 30 to October 4. The Canadian delegation was led by the Honourable Edgar Benson, Minister of Finance. Under the aegis of the IMF, significant progress has been made in the creation of additional international monetary reserves known as "special drawing rights". The amendments to the IMF Agreement establishing such a

facility are now before the governments and parliaments of the member states for formal approval. Canada has actively supported the development of this new form of international liquidity. Despite these attempts to strengthen international monetary arrangements, the system came under severe strain in 1968, particularly during the gold crisis of March, which led to the creation of a two-tier price arrangement for gold, and during the currency crisis of November. The willingness of those governments adversely affected, particularly Britain and France, to pursue measures of restraint designed to restore balance to their economies, and the willingness of other countries, including Canada, to provide support, helped preserve the network of international monetary co-operation. However, the need for reform is broadly recognized and Canada is actively participating with others in the search for ways and means to improve the system to meet the needs of a rapidly growing world economy.

Canada participated in the meeting of Commonwealth finance ministers held in London on September 25 and 26, 1968, and was represented by the Honourable Edgar Benson, Minister of Finance. Ministers reviewed recent developments in the world economic situation and discussed a number of economic, trade and monetary matters of interest to Commonwealth countries including balance-of-payments prospects for the sterling area.

#### Bilateral Economic Relations

For a variety of reasons the Canada-United States Joint Cabinet Committee on Trade and Economic Affairs did not meet in 1968. However, there was continuous consultation at the ministerial and official levels on trade and financial problems. The devaluation of sterling late in 1967 and the nervous mood that existed in international circles at the turn of the year brought uncertainty and speculation into many of the capital and exchange markets throughout the world. These were further influenced by the U.S. balance-of-payments programme announced on January 1, 1968, which had as a principal feature the imposition of new mandatory controls of direct foreign investments. Although it was evident that the U.S. had tried in this programme to minimize any impact on Canada because of the continuing and severe pressure on the Canadian dollar, it was agreed on March 7 between the Minister of Finance and the U.S. Secretary of the Treasury that Canada should be exempted from the major provisions of this programme. In return, Canada agreed to ensure that the exemption did not result in Canada's being used as a "pass-through" to frustrate the purpose of the U.S. programme. It was also agreed in December 1968 that the reserve target agreement reached in 1963, by which Canada had agreed to keep the reserves close to an agreed target level, was no longer required.

Preliminary trade statistics show that trade between Canada and the U.S.A. reached a record \$18.2 billion in 1968, with Canadian exports in excess of \$9.18 billion. Trade in automobiles and parts and accessories under the Canada-United States Automotive Products Agreement contributed significantly to the increase in Canada-U.S. trade, and particularly to the improvement in the Canadian position. In accordance with the terms of the Agreement, the two governments conducted a joint review, initiated in December 1967, to examine progress made toward achieving the objectives of the Agreement. The review was concluded in the summer of 1968.



During 1968, Canada continued a large trade surplus with Britain, which remains Canada's second most important trading partner. Trade relations were affected, however, by Britain's economic and financial difficulties, which led to measures designed to reduce imports. Opportunity for close consultations on these matters was provided by the Canada-United Kingdom Continuing Committee, which met in December.

Throughout 1968 Canada continued to develop closer corporate, technological and financial links with Western Europe, and substantial Canadian borrowings were made in Western European markets during the year. The European Common Market came closer to full realization with the establishment on July 1, 1968, of the EEC's common external tariff. Canada's trade with Europe, and with the EEC in particular, continued to show gains.

Canada's trade with Japan has also continued to grow during the past year, and Japan is rapidly becoming one of Canada's most important trading partners. In addition, the Japanese are becoming increasingly interested in Canada's natural resources and their investments in Canada -- wood products, mineral deposits and allied manufacturing -- are estimated to total substantially more than \$50 million.

Renewed attention was directed to the potential trading capacity of Latin America as the result of the ministerial mission which travelled to that area in October and November. In Mexico, the mission completed arrangements for the establishment of a joint Mexico-Canada committee for the consideration of matters of common interest to the two countries in the political, economic and commercial fields.

There were a number of significant developments in Canada's economic relations with Eastern Europe in 1968. On March 22, Canada concluded a three-year trade agreement with Romania. (Albania and East Germany are now the only parts of Eastern Europe where goods do not enjoy most-favoured-nation access to the Canadian market.) On August 12, Canada and Hungary signed a protocol renewing for a further three-year period the trade agreement originally entered into by the two countries in 1964. Poland became a full member of the GATT in 1968, which saw the first regular consultations take place between that country and its GATT trading partners. The climate for initiatives to improve trade relations with the Eastern countries was harmed by the invasion of Czechoslovakia, although normal commercial activity has continued.

## Transport, Communications and Energy Division

### Atomic Energy

During the past year, Canadian officials and scientists continued to participate in a variety of conferences and symposia relating to various aspects of nuclear energy, including the Twelfth General Conference of the International Atomic Energy Agency, which was held in Vienna in September 1968. Canada was again designated to hold one of the five seats on the Board of Governors reserved for members who are most advanced in the technology of atomic energy, including the production of source materials. Canada has been a member of the Board of Governors



every year since the inception of the Agency and has given the Agency active support in all of its activities. Mr. J.A. McCordick, the Canadian Ambassador in Austria, serves as Canada's representative on the Board and provides the principal channel of communication from the Agency to the Department of External Affairs and other departments and agencies of the Government interested in atomic energy matters. As in past years, Canada continued to provide qualified atomic energy experts to serve on the Agency's staff and to assist the Agency in its technical assistance activities.

Canada's bilateral atomic energy relations with other countries also continued to develop during the year and there have been visits and exchanges of atomic energy specialists with several countries. The expected growth in uranium sales continued throughout the year and Canadian uranium-mining industries announced arrangements to sell substantial amounts to foreign customers. A Canadian-designed nuclear-power station is attracting growing interest in other countries contemplating the construction of nuclear reactors to generate electrical energy, and Canadian industries are active in international competitive bidding in this field. Of particular significance in 1968 were the arrangements made between Atomic Energy of Canada Limited and the French Commissariat à l'Energie Atomique providing for the sale, under appropriate safeguards, of plutonium from Canada to France for use in the French civil nuclear programme pertaining to the development of plutonium-burning, fast-breeder, nuclear-power reactors. Atomic Energy of Canada Limited and the French Commissariat à l'Energie Atomique also concluded an agreement to extend the co-operation between them in research and development information relating to nuclear-power reactors moderated by heavy water. The agreement, however, does not provide for the exchange of full design details of specific nuclear-power stations.

Canada continues to attach the greatest importance to the development of adequate international safeguards to ensure that nuclear materials and equipment for peaceful purposes are not used to make nuclear weapons. All Canada's general bilateral agreements relating to the transfer of nuclear equipment and materials provide for such safeguards. During the year safeguards inspections were carried out in accordance with the provisions of our bilateral agreements, and consultations on safeguards matters were held with a number of governments and with the European Atomic Energy Community. Of particular importance in the development of international safeguards during 1968 was the opening for signature of the Non-Proliferation Treaty, which has been signed by over 80 countries including Canada.

### Science

During 1968, the Department continued to act in a liaison capacity in the field of science policy and international scientific co-operation, in keeping with the Government's active interest in the development of science and the role it plays in national and international development. The Department serves largely as a channel of communication between international scientific organizations such as the scientific committees of the OECD and Canadian agencies such as the Science Council of Canada, the Science Secretariat of the Privy Council Office, the National Research

Council and departments of the Government which have an active interest in scientific matters. The Canadian delegation to the Third OECD Ministerial Meeting on Science, held in Paris in March 1968, was led by the Honourable Senator J.J. Connolly. The agenda of the meeting included items on the effect on social and economic development of "technological gaps" between member countries, the promotion and organization of fundamental research, and the development of both national and international capabilities to cope with the rapid growth of scientific and technical information. Also during 1968, a submission on the role of the Department in scientific activities was prepared for consideration by the Senate Special Committee on Science Policy.

### International Telecommunications

The most significant development in the use of telecommunications during 1968, from the Canadian point of view, was the publication in March of a White Paper entitled A Domestic Satellite Communication System for Canada, which outlined Canadian plans for developing such a service in Canada by 1971. Copies of the Canadian White Paper were delivered to member countries of the International Telecommunications Satellites Consortium (INTELSAT) immediately following publication and the Canadian project was endorsed at a meeting of the Interim Committee of INTELSAT (ICSC) held in May 1968. Canada has been a member of INTELSAT since its beginning in 1963 and has played an active part in the development of the existing system, which now has four satellites in operation over the Atlantic and Pacific Oceans, providing transoceanic telephone, television relay and data-transmission services. During 1968, Canada also played an active part in the preparation of a report by the Interim Committee providing guide-lines for the negotiation of definitive arrangements for the permanent organization to be established in 1969.

Canada also continued to display its interest in other satellite programmes through bilateral and multilateral meetings. In November 1968, Canada was represented by an observer delegation at the European Space Conference held in Bonn, and during the year two technical missions visited Europe to investigate ways and means of increasing co-operation with Europe through exchanges of space techniques and technology.

Canada also made progress during the year in the completion of additional bilateral agreements with other countries on the reciprocal operation of amateur radio equipment.

### Civil Aviation

Canadian officials concerned with civil air transport, together with the representatives of Canadian international airlines, during the year held discussions with representatives of several countries with a view to establishing or altering international routes flown by Canadian airlines. Bilateral negotiations were successfully completed with Czechoslovakia, Greece and Panama in 1968, although during the year an agreement was signed with the last-named country only, and discussions were held with a number of other governments concerning policy on charter flights and the revision or termination of existing bilateral agreements.



## DEFENCE AFFAIRS

Canada has for many years participated in collective security arrangements as a contribution to the foreign policy objective of maintaining international peace and stability. The defence activity thus entailed reflects the interrelationship between foreign and defence policies which requires close daily co-operation between the Departments of External Affairs and of National Defence, as well as consultation with other departments concerned with defence questions. The intimate connection between our foreign and defence policies is manifested at the Parliamentary level by the House of Commons Standing Committee on External Affairs and Defence, and at the executive level by the Cabinet Committee on External Affairs and Defence.

The Department of External Affairs' responsibility for foreign policy questions which have defence implications is assigned to the Office of Politico-Military Affairs, which comprises the North American Defence and NATO Division and the Peacekeeping and Military Assistance Division. This Office was established in 1968 as a result of the re-organization of the former Defence Liaison (1) Division. Defence Liaison (2) Division, the designation of which has not been changed, is also concerned with matters involving Canada's international commitments and activities in the defence field. These divisions are responsible for the greater part of the liaison between the Departments of External Affairs and National Defence. Continuous liaison is maintained between the two departments and others which may be concerned from time to time with defence questions. Besides day-to-day liaison, the Office of Politico-Military Affairs represents the Department regularly at meetings of the Defence Council of the Department of National Defence, and other committees of officials from the two departments. During 1968, the Office of Politico-Military Affairs was directly involved in the review of Canadian foreign and defence policies being undertaken by the Government and was represented on a number of working groups.

In the area of continental defence the most important development during the year was the renewal of the North American Air Defence Agreement with the United States for a further period of five years from May 12, 1968. The Office was directly involved in the renegotiation of this Agreement.

The Office continued to provide the External Affairs member and the Secretary of the Canadian Section of the Permanent Joint Board on Defence. The Office also represented the Department at meetings of the Canada-U.S.A. Civil Emergency Planning Committee.

Pursuant to Canadian membership in NATO, the Department, through the Office of Politico-Military Affairs, provided regular guidance for the Canadian Permanent Delegation for regular weekly meetings of the North Atlantic Council and its committees and for meetings at the ministerial level. At the spring ministerial meeting of NATO foreign ministers in Reykjavik in June, Canada joined in reaffirming NATO's intention to



continue its efforts to promote détente and agreed that each member should play its full part in improving East-West relations to achieve a just and stable European order and to foster European security. Ministers directed the permanent delegations to intensify their work on balanced force reductions and reaffirmed the readiness of their governments to explore specific and practical steps in the sphere of arms control.

The efforts of the alliance to promote détente suffered a severe setback as a result of Soviet armed intervention in Czechoslovakia in August and NATO ministers advanced their normal December meeting to November to consider the resulting situation and to reassess the state of NATO's defences. The Canadian delegation joined with its allies in denouncing the Soviet use of force and emphasized that all peoples must be free to shape their future without outside interference. At the same time, ministers reaffirmed their intention to work towards the promotion of secure, peaceful and mutually beneficial relations between East and West, while maintaining adequate military strength and political solidarity. While agreeing that the prospects for mutually balanced force reductions had worsened as a result of Soviet actions in Czechoslovakia, ministers recommended that the study of such measures should continue in preparation for a time when the atmosphere for fruitful discussions might be more favourable.

Other international defence commitments for which the Department of External Affairs has a continuing responsibility include Canadian participation in United Nations peacekeeping and peace-observation missions and the provision of military assistance to certain developing countries. Canada continued its support of the United Nations (Peacekeeping) Force in Cyprus through provision of a contingent for the Force. The strength of the Canadian contingent was 595 military personnel in December 1968, having been reduced by nearly one-third in October as part of an overall reduction of the Force. The reduction was made possible by improving conditions on the island and affected all national contingents. In July a Canadian, Brigadier-General Leslie, took over the duties of Chief of Staff of the UN Force. Canada also continued to provide military observers for the UN Truce Supervision Organization in the Middle East and military observers and an air crew for the UN Military Observer Group in India and Pakistan.

Under its programmes of military assistance, which have been undertaken during the present decade in response to requests from certain developing countries, Canada continued in 1968 to maintain Canadian Armed Forces advisory and training teams in Ghana and Tanzania and to provide the services of a senior air adviser to the Chief of Air Staff of the Royal Malaysian Air Force. In addition, some 135 members of the armed forces of a number of countries of Africa, Asia and the Caribbean received training in Canada during the year. This latter training included in 1968 for the first time attendance at Canadian Forces staff training establishments of members of the armed forces of countries to which Canada provided military assistance. As these military assistance programmes for developing countries, which are complementary to the much larger Canadian foreign aid programmes in the economic field, are undertaken for primarily foreign policy reasons, the Department of External

Affairs provides the chairman for the interdepartmental Military Assistance Committee and the programmes are financed out of the External Affairs budget.

The Department of External Affairs continued its co-operation with the National Defence College in 1968, through the provision of a senior officer to serve as a member of the directing staff and the provision of other officers from time to time to lecture to the College on various aspects of international affairs, and through assistance in making arrangements for the College's annual North American and overseas tours. The Department also assisted in planning and making arrangements for the naval visits programmes carried out by Canadian Armed Forces naval vessels.

## PUBLIC AFFAIRS

## The Press Office

The Press Office is responsible for relations between the Department and members of the press, radio and television media and for assisting them in reporting on Canadian foreign policy and current developments in international affairs. The Press Office gives regular briefings to the press and answers their queries on important international developments. It assists in the preparation of press conferences for the Secretary of State for External Affairs and for distinguished foreign visitors to Ottawa. It facilitates the work of Canadian journalists travelling abroad, including those accompanying the Secretary of State for External Affairs or other representatives of the Government attending conferences abroad. The Press Office arranges for the distribution of press releases, policy statements and speech texts on international affairs.

The Press Office keeps Canadian posts abroad informed on major news events in Canada and Government policy announcements. Government policy statements are sent in English to 62 posts by wire and 24 by air mail; and in French to 22 posts by wire and six by air mail. The Canadian Press prepares a nightly bulletin of Canadian news in English which is sent to 59 posts by wire and 20 by air mail. The Canadian Broadcasting Corporation's Montreal news-room prepares a bulletin in French which is sent to 12 posts by wire and 18 by air mail. The Press Office provides assistance to posts abroad in dealing with the press in their areas, particularly to Washington, New York, London and Paris, which have press officers as members of the Embassy staff.

## Information Division

Operations Outside Canada

The main responsibility for the projection of Canada abroad rests with the Information Division, which assists posts abroad through the provision of a wide range of information materials and encourages them to take advantage of opportunities to disseminate information on Canada. Through the Interdepartmental Committee on Information abroad, the Division seeks also to co-ordinate the information activities of all government departments with interests abroad.

Publications and Photographs

In addition to its periodic publications, the Canadian Weekly Bulletin, the monthly External Affairs and such formal publications as treaties, state papers and diplomatic lists, the Department produces each year general information publications designed to acquaint the people of other countries better with Canada. Facts on Canada, a booklet designed for school use, was available abroad in 1968 in English, French, Spanish, German, Italian and Dutch, and at the year's end was under production in



Japanese, Portuguese, Serbo-Croatian, Czech, Russian and Danish. Reprints in English and German were also in hand and work was advanced on a Polish version, with reprints in other languages being planned.

The text of a new booklet intended specifically for use in United States schools was in course of preparation during 1968, and a Spanish edition of Canada One Hundred 1867-1967, for selective distribution in Latin America, was on order, as were supplies of Canada 1968 in English and French.

The Department continued during 1968 to distribute photographs, transparencies and photo features to publishers abroad and to provide photographic material for display purposes.

### Visits Programmes

On the recommendation of posts abroad, invitations were extended to 55 foreign journalists and broadcasters to visit Canada under the Department's auspices during the year, bringing representation on the programme, since its inception in 1959, to approximately 423 visitors from over 70 countries. In addition to arrangements made for individual visitors, several groups were welcomed to Canada, including the Carnegie Fellows in Diplomacy, the Nieman Fellows in Journalism from Harvard University, journalists from the United Nations under the Hammarskjold Memorial Scholarship Fund, and senior science writers from Britain. During 1968, seven locally-engaged staff members from posts abroad were brought to Canada for training. Continuing and useful co-operation was offered by other departments and various levels of government throughout Canada and by non-governmental organizations.

Arrangements were also made for visits to Ottawa by several academic and high-school groups from Canada and abroad.

### Films

One of the most effective information activities of the Department continues to be the distribution by diplomatic and consular posts of films produced by Canada's National Film Board. Although records had been set during the centennial year for numbers of screenings and for audience attendance, interest showed little evidence of decline during 1968 and, in the first six months of the year, Canadian posts arranged nearly 241,000 screenings for audiences totalling 32,243,258. As part of this programme, the demand for French-language films continued to increase throughout the United States, particularly in New England.

A more widespread use of television stimulated the demand for films to be shown by this medium, and most missions reported increasing interest in Canadian films on the part of broadcasting stations.

Prestige film showings were presented in Addis Ababa, Belgrade, Berlin, Bonn, Buenos Aires, Canberra, Capetown, Caracas, Copenhagen, Colombo, Hong Kong, Kingston, Lisbon, Mexico City, New Delhi, Oslo, New York, Rio de Janeiro, Saigon, Saõ Paulo, Seattle, Stockholm, Sydney,

Vientiane, Washington and Wellington. These programmes were received with enthusiasm by selected audiences.

During the year, the Department extended assistance to representatives of the National Film Board and the Canadian Broadcasting Corporation in connection with their activities abroad.

#### Liaison with CBC International Service

The Division served in a consultative capacity vis-à-vis the CBC International Service, which was integrated administratively with the domestic service of the CBC in 1968. The International Service broadcasts in 11 languages to countries in Eastern and Western Europe, Africa, Latin America and Oceania, providing news about Canada in addition to entertainment features and programmes of comment on international affairs. In countries where the CBC has no direct link with local networks or stations, Canadian missions are supplied with material for re-broadcast.

#### Exhibits Programme

All material used during 1968 in the Department's expanding exhibits programme was designed and constructed by the Canadian Government Exhibition Commission.

The large portable information exhibit Canadian Patterns, on which work was begun in 1967 for use in Australia, Britain, Germany and Japan, was shown successfully in all these countries in the latter part of the year. Its tours will continue for at least one more year. A fifth copy was sent to Latin America for use during 1969-70 in Venezuela, Brazil, Argentina, Chile and Mexico.

Réalités canadiennes, the portable information-cultural "in-depth" exhibit for use in French-speaking countries of Europe, which had been first shown in 1967, continued to be very favourably received. It was used for Departmental participation at the Toulouse and Marseilles international trade fairs, formed part of the Canadian presentation at the celebrations of the fiftieth anniversary of the liberation in Mons, Belgium, and was presented at special showings, with cultural material, in Paris, Lausanne and Montpellier.

Two portable information-trade exhibits were shown at trade fairs in Norway, at Bordeaux and Strasbourg, and at a youth fair at Versailles. The Department also sponsored participation in the German Industries Fair, Berlin, and the Poznan International Trade Fair in Poland, for which special exhibits were prepared. The Department co-operated on the information aspects of the exhibits at the international trade fairs at Brno, Czechoslovakia, and Zagreb, Yugoslavia, which were sponsored by the Department of Trade and Commerce.

Special portable exhibits were constructed for anniversary celebrations of the founding of New Orleans and for use in New York State. A special exhibit also toured the Commonwealth countries of the Caribbean, and several copies of a portable photographic exhibit based on the NFB

book Canada: A Year of the Land were distributed on a share basis to posts in the United States, Europe, Latin America and India, where they had considerable successful use.

New display panels for units distributed in 1967 were sent to many posts, and all posts received an information display kit containing basic display items.

### International Exhibitions

During the year, the Department assisted in the preparations for Government participation in two international exhibitions approved by the International Bureau of Expositions. The advisory committee for Canadian participation in HemisFair 68 at San Antonio, Texas, from April 6 to October 6 was chaired by members of the Department. The pavilion, which embodied Canada's contribution to the fair's theme of development in the Americas, was an unqualified success. The Department was also represented on the planning committee for Government participation at the World Exposition at Osaka, Japan, from March 15 to September 13, 1970.

### Operations in Canada

Within Canada, mainly in answer to public enquiries, the Information Division provides information on the country's participation in world affairs. Statements by ministers and reference papers are issued on various aspects of Canada's external relations.

In 1968, the Division took over part of the functions of the Press and Liaison Division. These include the selection of important departmental documents of interest to the Cabinet, the National Defence College and other government officials concerning developments outside the country.

### Co-operation with Non-Governmental and Parliamentary Organizations

Throughout the year, co-operation was maintained with non-governmental organizations concerned with Canada's external relations. Financial assistance was given to the Atlantic Council of Canada.

It was decided that the Information Division should provide, on request, administrative liaison and co-ordinate the provision of information to all Canadian Parliamentary delegations going abroad. During 1968 these included the fifty-sixth Conference of the Inter-Parliamentary Union (at Lima, Peru, from September 5 to 13), the Canada-France Inter-Parliamentary Association Meeting (Paris, December 1 to 7), and the fourteenth General Conference of the Commonwealth Parliamentary Association (Nassau, October 26 to November 9).

The Division co-operated in the information sphere with the various international and regional organizations of which Canada is a member, such as the United Nations, NATO and the OECD, by distributing their information material domestically. It was also involved in planning for Commonwealth information activities.



## Academic Relations

Speaking at the opening of a Seminar on Relations with Europe on January 3, 1969, the Secretary of State for External Affairs referred to "informal consultations which officers of the Department of External Affairs have carried out with individual faculty members (at Canadian universities) in the past year about the means of developing closer relations". As a result of these and other consultations, he said, the Department was developing a programme to bring it into closer touch with those specializing in international relations and area studies at the universities. The Seminar on Relations with Europe at which Mr. Sharp spoke was one example of a type of exchange arranged in consultation between the Department, the Canadian Institute of International Affairs and other non-governmental organizations interested in the study of foreign policy which he hoped it would be possible to continue with regard to Canadian interests in other parts of the world. He also referred to plans to have certain officers of the Department spend a year in residence at a university and to the possibility of having academics speak to groups in the Department or participate in other ways in the activities of the Department.

The work of the Academic Relations Section in 1968 was centred, to a considerable extent, on informal consultations with faculty members of many universities throughout the country about the best means of developing exchanges of the type mentioned above and the formulation of a programme within the Department for implementing these ideas. The Section, which was established in 1967, has been responsible for various types of liaison between the Department and academics interested in international relations. Questions concerning participation of Departmental officers in conferences or concerning speaking engagements at universities were dealt with by this Section. In September, the Secretary of State for External Affairs met a group of representatives of non-governmental organizations interested in the study of foreign policy to consider the ways in which academic specialists might be associated with some aspects of the review of foreign policy. Arrangements made at that meeting led to the organization of the Seminar on Relations with Europe already referred to.

## Cultural Affairs Division

The Cultural Affairs Division has the responsibility of promoting Canadian culture abroad and facilitating access by Canadians to international cultural developments. The Division consists of four sections: Cultural Agreements and Programmes, Arts, Education Liaison and International Organizations and Conferences.

### Cultural Agreements and Programmes

Since 1964, the Department has been administering a programme of cultural relations with countries wholly or partly French-speaking. In accordance with Canadian Government policy, its object is to stimulate bilingualism and biculturalism on the national level by furthering exchanges of all sorts with France, Belgium and Switzerland. In 1965, a covering agreement was signed with France and in 1966 a similar agreement was signed with Belgium

An exchange programme was also instituted with Switzerland, and through these various arrangements exchanges with the three countries mentioned have continued to expand.

A cultural exchange programme was set up in 1968 with Italy, Germany and the Netherlands, the mother countries of many groups of Canadians.

### Study and Travel Scholarships

Within the framework of the above-mentioned programmes, the Canadian Government makes available each year to the countries involved a number of scholarships administered by the Canada Council. In 1968, the programme was progressing so well that 112 French students were able to take advantage of it to study in Canada, and 15 came from Belgium, 15 from Switzerland, 11 from Germany, eight from Italy and five from the Netherlands. Also under this item, 21 French professors, seven Belgian professors and one Swiss were able to come to Canada in 1968-69 through subsidies to the universities that invited them. In addition, the Department subsidized the trip of three Canadian professors to France to lecture in various universities.

### Assistants

In the context of academic exchanges with France, the Cultural Affairs Division, in co-operation with the Association of Universities and Colleges of Canada (AUCC) introduced an assistant-exchange programme. Young Canadians studying French and young French persons studying English visited France and Canada respectively to assist French teachers in Canada and English teachers in France, while at the same time improving their own knowledge of the other language. This programme will probably produce interesting results in the years to come.

### Cultural Exchanges

In accordance with the France-Canada agreement in 1964 on exchanges of trainees in the public service, six graduates of the Ecole nationale d'Administration of France were invited, as in the past, to take part in a study trip concerning the theory and practice of public administration throughout Canada. In addition, a three-day visit was organized in Ottawa for 35 graduates of the ENA, who had thus the opportunity of meeting numerous members of the Government and senior officials.

The Canadian Government offered travel subsidies to two Canadian linguists to enable them to participate in the first meeting of the Conseil international de la Langue française, which took place in Paris in October 1968. Travel subsidies were also granted to Canadian persons invited to visit France to participate in meetings of international interest. Drama critics from France, Belgium and Switzerland were invited by the Canadian Government to undertake study tours in Canada.

### Scientific Exchanges

Under the Belgium-Canada cultural agreement, six Belgian scientists were invited this year by the National Research Council of Canada to make a study tour of the major Canadian scientific centres and universities.

## Grants of Books

Collections of more than 500 books were offered to each of six French university libraries, as well as two Belgian and two Swiss libraries.

## Artist Exchanges

Activities undertaken in this respect within the framework of the exchange programme continued to expand and will be the subject of a more detailed description in another section of this report.

## Arts

The year 1968 was a particularly profitable one for Canada's artistic reputation abroad. By sustained effort, the Department succeeded in focusing international attention on Canadian artists and cultural events.

Within the framework of its cultural programmes, the Department gave a grant to the Royal Winnipeg Ballet enabling the company to undertake a European tour and to participate in the Sixth International Dance Festival in Paris in December. The Royal Winnipeg Ballet was awarded the gold medal for the best company. Its prima ballerina, Christine Hennessy, received a gold medal for the best female performance. The troupe was also invited to three Soviet cities (Moscow, Leningrad and Odessa) and to four cities in Czechoslovakia (Prague, Bratislava, Brno and Kosice).

In the course of cultural exchanges with French-language countries, Les Feux Follets made an extensive tour of some 20 cities in France, Belgium, Luxembourg and Switzerland. Here again, it was a Department of External Affairs grant that made the tour possible.

In the musical sphere, a departmental grant enabled the Orford Quarter to give a series of performances in Europe, including one concert at the Salle Gaveau in Paris on April 3. Another important musical event was the appearance of Maureen Forrester in Paris in a Handel concert. The Department also lent its financial support to the International Conference of Richelieu Clubs in Cannes, enabling it to organize an evening of cultural entertainment in September with the co-operation of the Canadian artists Georges Dor and Les Jérolas. Financial encouragement was also given four young Canadian actors at present studying drama in Europe, who will present a play by Jacques Duchesne entitled "Le Quadrillé" under the author's direction in eight cities of southeastern France. Finally, mention should be made of visits to Canada at the invitation of the Department, by French, Belgian and Swiss art critics, who toured art galleries throughout the country.

The Department continued to give its moral and administrative support to various projects and artists abroad in music, the dance and the theatre. Other noteworthy events were the participation in August of the Canadian pianist, Constance Channon Douglas, in the seventh Estate Musicale Di Taormina, in which she placed third, and an exchange of recorded concerts by the Toronto and Tokyo Symphony Orchestras, for broadcast over the national radio networks of both countries.



## Grants of Books

The Department continued its programme of presenting Canadian books to universities, libraries and other institutions of national significance abroad. During the year, collections were offered to the University of Birmingham, the University of Adelaide in Australia, the University of Southwestern Louisiana, the Federal University of Cameroun, the University of Abidjan, Ivory Coast, the Institute of Higher Learning of Benin, Togo, and the State University of Haiti.

## Plastic Arts

The Department of External Affairs lent its support to the Montreal Museum of Fine Arts for the Henri de Toulouse-Lautrec Exhibition in April 1968. Through the co-operation of the National Gallery, the Department organized the following two major exhibitions under its cultural exchange programmes with European countries:

(1) Canadian Art Today, which was exhibited in the following museums:

(a) Musée National d'Art Moderne, Paris,

January-February;

(b) Galleria Nazionale d'Arte Moderna,

Rome, March to June;

(c) Musée cantonal des Beaux-Arts, Lausanne,

July-August;

(d) Palais des Beaux-Arts, Brussels,

September-October,

(2) James Wilson Morrice, which began in the Holburn Museum, Bath, England, in June, and continued in London in July, in Bordeaux in September, and in Paris in October.

The Division also gave its support to Canada's considerable cultural participation in the Olympic Games in Mexico, which consisted of:

(a) a large selection of contemporary paintings (about 20);

(b) a collection of handicraft items belonging to the Department (which were considered, according to local reports, to be among the most interesting exhibits);

(c) an exhibition of children's art chosen by the Montreal Museum of Fine Arts.

In addition, the Division exhibited one of its permanent handicraft collections in several French cities, including Lorient, Melun and Montpellier.

The cultural service of the Department also lent their moral and administrative support to the following exhibitions and events:

- (1) the Tapestry Biennial in Lausanne;
- (2) the Third Biennial of Graphic Art in Brno, Czechoslovakia;
- (3) a town-planning exhibition in New Delhi, in October;
- (4) an exhibition of Czech graphic art at the National Gallery of Canada;
- (5) an exhibition entitled Réalités canadiennes, held in several French-speaking countries in Europe;
- (6) an exhibition of Eskimo engravings presented in Madrid and Saintes, France.

The Department lent its support to the National Gallery of Canada in preparing and acquiring loans for the large exhibition of the works of Jacob Jordaens that was held in December. This show was considered by the National Gallery as one of the most important it had ever organized.

#### Education Liaison

Since there is no federal ministry of education, the Department of External Affairs frequently receives enquiries regarding education in Canada. These are directed to the proper quarter. Liaison with provincial and national organizations is also provided by the Department in educational matters arising from Canada's relations with other countries and its membership in international organizations. Examples of these are the NATO cultural programme (research fellowships and visiting professorships), the ICETEX (Instituto Colombiano de Especialización Técnica en el Exterior) scholarship programme with Colombia, membership in the Commonwealth Education Liaison Committee (CELC) in London and Canadian participation in the Commonwealth Foundation in London.

In carrying on these activities, the Department has the advice and assistance of the Council of Ministers of Education of the Provinces, the Association of Universities and Colleges of Canada, the Canadian Education Association and other bodies in Canada concerned with education.

In 1968 the Department also co-ordinated arrangements with the provincial departments of education for Canadian participation in the fourth Commonwealth Education Conference, which was held at Lagos, Nigeria, from February 26 to March 9, as well as the Commonwealth Conference on the Teaching of Mathematics in Schools, which took place in St. Augustine, Trinidad and Tobago, in September.

Another activity in the sphere of education was the awarding of a grant, for the fourth consecutive year, to the German-Canadian Association of Hanover-Cologne, which facilitates the summer visit of some 50 German university students to Canada. This programme was developed

in co-operation with the Department of Manpower and Immigration as an exchange gesture for the annual visit to Germany of some 400 Canadian university students at the invitation of the Government of the Federal Republic of Germany.

### Organizations and International Conferences

The outstanding event of the year 1968 was undoubtedly the fifteenth session of the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO), which took place in Paris from October 15 to November 20, 1968. Composed of 15 persons, the Canadian delegation was headed by Mr. Napoléon LeBlanc, Vice Rector of Laval University in Quebec and Chairman of the Canadian National Commission for UNESCO. In addition, the Federal Government had invited the ministers of education of the provinces to take part in the delegation as observers. Messrs F.W. Rowe of Newfoundland and W.W. Meldrun of New Brunswick were able to accept the invitation.

During the fifteenth session of the General Conference, Canada was re-elected to the Legal Committee of UNESCO and Mr. Alphonse Ouimet was named Chairman of the Sub-Commission on Communications of the Programme Commission. For Canada, the salient fact of the fifteenth session was the election of Mr. G.C. McInnes, Permanent Delegate of Canada to UNESCO, to the Executive Board of the Organization. Through the presence of its representative within the Organization, Canada will be associated more closely in the formulation of UNESCO policy.

In accordance with the wishes of the fifteenth Conference, UNESCO intends to devote increasing attention to the following problems: permanent education; practical literacy; the preservation of traditional, cultural and moral values in the technological age; the future and the role of youth; the use of communications methods for the development of cultural exchanges.

During 1968, Canada also participated in several conferences and seminars organized by UNESCO in various countries. The delegates to these conferences were appointed by the Canadian Government and the provincial departments of education.

From July 1 to 10, the thirty-fifth session of the International Conference on Education was held in Geneva. A Canadian delegation directed by Mr. Neil Perry, Deputy Minister of Education of British Columbia, participated in the work of this meeting.

Canada also took part in the international conference entitled "Education Planning" held in Paris from August 6 to 14. The delegation was headed by Mr. F. Gathercole, director of education of the public schools of Saskatchewan. The purpose of the conference was to seek ways of improving international co-operation in education.

Another delegation, headed by Mr. W.E. van Steenburgh of the Science Secretariat (in the Privy Council), went in September to the conference entitled "Resources of the Biosphere" in Paris.

The Canadian Government also continued its participation in the work on "Hydrological Decade of UNESCO".



International meetings organized by the Secretariat of UNESCO were held for the first time in Canada during 1968. While Toronto was the scene of a meeting of education experts who discussed "educative research on teacher training", Montreal received specialists from all parts of the world during a round-table talk entitled "Cultural Values of the Film, Television and Radio in Contemporary Society". These two conferences were organized with the help of the Canadian Commission for UNESCO. The Ontario Institute for Studies in Education in Toronto and the Canadian Broadcasting Corporation in Montreal also contributed to their success.

In 1968, Canada's contribution through the UNESCO budget was \$961,878.

In conclusion, it should be mentioned that the Department works in continuous close co-operation with the Canadian National Commission for UNESCO, to which it belongs ex-officio.

#### Historical Division

Supplementary to its normal tasks of historical research, compilation and selection of materials for publication, problems of access to classified papers and evaluation of historical manuscripts, the Historical Division incorporates Library Services, an Archives Section, and the Departmental Press Clipping Service.

The Division has begun publishing a series entitled Documents on Canadian External Relations. The first volume, covering the period 1909 to the end of the First World War, appeared early in 1968; the second volume, dealing exclusively with the Paris Peace Conference of 1919, went to press at the end of 1968. The Division was able in mid-year for the first time to employ a professional historian on a full-time basis to serve as editor of the volumes in this continuing series and to supervise their publication. The Division expects to have the services of a succession of resident professional historians to ensure the scholarly excellence of these volumes and their systematic publication.

The Division undertakes historical research as required in support of the activities of the Department and gives assistance to scholars working on official research projects for other government departments, and to private scholars whenever possible.

The Library Services Section makes available to members of the Department, both at home and abroad, books, periodicals and newspapers, government documents, gramophone records and guides for instruction in 22 languages and reference materials essential to the conduct of the Department's responsibilities in international affairs. The holdings of books in the main and legal libraries are augmented each year by considerable purchases. The chief expenditure continues, however, to be for periodicals and newspapers, many of them by air subscription, to keep members of the Department informed of events, and important commentaries on events, in complex areas of domestic and international concern.

## VI

### PROTOCOL

The Protocol Division, as the formal channel of communication and point of contact between the Canadian Government and foreign missions, makes arrangements for the presentation of credentials by heads of diplomatic missions upon their arrival in Ottawa and arranges for the official recognition of foreign consular representatives when posted to Canada. It also provides advice and assistance, as required, to foreign missions to facilitate the conduct of their activities with federal and provincial government departments and officials. Other responsibilities of the Division concern matters of diplomatic protocol, questions of diplomatic privileges and immunities, orders of precedence, issuance of identity cards and of diplomatic and courtesy visas. The Division keeps foreign diplomatic representatives informed of Canadian laws and regulations which have an effect on the operation of diplomatic missions and consular offices in Canada, and assists them in resolving problems arising from the application of such laws and regulations. It is also concerned with questions of immunities and privileges extended by other governments on the basis of reciprocity to the personnel of Canadian diplomatic and consular posts. When the Diplomatic Corps is invited to attend official functions, such as the opening of Parliament or the arrival of a visiting head of state, the Division makes arrangements for the extension of appropriate courtesies to members of the Corps. It also assists the Minister in arranging functions for heads of local missions and for visiting dignitaries.

It is also a responsibility of the Division to prepare the credentials for Canadian heads of mission about to assume appointments abroad. Credentials for Canadian delegations to international conferences are similarly prepared and prior arrangements are made for the issuance of consular commissions to Canadian consular officers when posted abroad.

There were 28 heads of diplomatic mission accredited to Canada in 1968, a slight increase over the previous year. Included in this total were the heads of diplomatic missions, newly-established in 1968, from Ethiopia, Somalia, Swaziland and Botswana. Of these, Ethiopia has established a chancery in Ottawa, the others being represented on a dual-accreditation basis by their representatives in the United States. Those heads of mission accredited in 1968 were from the Netherlands, Belgium, Bulgaria, South Africa, Mauritania, Germany, Uganda, Malaysia, Indonesia, Congo (Brazzaville), Congo (Kinshasa), Peru, Senegal, Mexico, France, Somalia, New Zealand, the United States, Ethiopia, Colombia, Britain, the United Arab Republic, Swaziland, the U.S.S.R., Turkey, Cuba, Tanzania and Algeria.

#### State Visits

The Government Hospitality Committee, which is responsible to the Secretary of State for External Affairs and whose Chairman is the Chief of Protocol, and the Division's Visits Section are concerned with arrangements for official visits to Canada by leaders and senior officials of

other countries and of international organizations, and for the extension to them of government hospitality.

During 1968, the Government Hospitality Committee and the Visits Section, in collaboration with the interested divisions of the Department, made, or assisted with, arrangements for 30 visits to Canada by heads of state, government leaders, senior officials and other distinguished persons, including some delegations and other groups of official visitors.

Mr. Habib Bourguiba, President of Tunisia, made an official visit to Canada in May. His itinerary included Ottawa, Montreal and Niagara Falls. The President was accompanied by two of his ministers, Mr. Habib Bourguiba Jr., Secretary of State for Foreign Affairs, and Mr. Chedly Klibi, Secretary of State for Cultural Affairs and Information.

The Duke of Edinburgh visited Ottawa informally in October on his way to the Pan-American Games in Mexico.

The Duke and Duchess of Kent visited Banff and Calgary on July 2 and 3 to participate in the Stampede ceremonies and festivities.

Mr. Levi Eshkol, Prime Minister of Israel, accompanied by his wife, visited Ottawa in January. Mr. Harold Wilson, Prime Minister of Britain, visited Ottawa briefly in February; Mr. Hugh Shearer, Prime Minister of Jamaica, accompanied by the Permanent Secretary of External Affairs, Mr. J.M. Lloyd, visited Ottawa in September. Chief Leabua Jonathan, Prime Minister of Lesotho, accompanied by his wife and Chief Peete Peete, Minister of Finance, visited Canada in October. Chief Jonathan's programme included Ottawa, Fredericton, Halifax, Antigonish and Montreal.

The Prime Minister of Singapore, Mr. Lee Kuan Yew, who had been a distinguished visitor in residence at the University of British Columbia for several weeks, visited Ottawa in November en route to Boston, Massachusetts.

Other distinguished visitors were: Mr. S.S. Ramphal, Minister Responsible for Foreign Affairs of Guyana, on May 22; Dr. Mahmoud Riad, Minister of Foreign Affairs of the United Arab Republic, and Mr. P.M.C. Hasluck, Minister of External Affairs for Australia, in September; and Mr. Pierre Harmel, Foreign Minister of Belgium, and Mr. Abba Eban, Foreign Minister of Israel, in October.

U Thant, Secretary-General of the United Nations, made a short visit to Edmonton on May 13 and 14 to participate in the diamond jubilee convocation of the University of Alberta. Mr. Manlio Brosio, Secretary-General of NATO, was a guest in Ottawa in September, and Prince Sadruddin Aga Khan, United Nations High Commissioner for Refugees, and Mr. A.H. Boerma, Director-General of the Food and Agriculture Organization, visited the capital in December.

The Visits Section of the Protocol Division also gave assistance in making arrangements for a number of private visits to Canada, including His Royal Highness Birendra Bir Bickram Shah Deva, Crown Prince of Nepal, July 19-27; Mr. L.F.S. Burnham, Prime Minister of Guyana, July 25;



Prime Minister E.W. Barrow, of Barbados, September 16-20; Mr. Carillo Flores, Foreign Minister of Mexico, May 18. Assistance was also given in arranging the visits of the several official groups which meet annually in Ottawa for consultation.

N.B.: The directory that lists the members of the Diplomatic Corps in Ottawa and consular and other representatives of other countries in Canada is published under the direction of this division.

## VII

### CONSULAR AFFAIRS

All consular matters other than travel documentation are dealt with in Ottawa by the Consular Division; the issuance of passports and other travel documents is the concern of the Passport Division.

#### Consular Division

While the past year has seen an increase in the normal consular workload, both in the Consular Division and at posts abroad, as a result of the increasing numbers of Canadians travelling and residing outside of Canada, there has been a decline in the visa workload compared to that of 1967, when so many people came to Canada to visit Expo 67. As a consequence of the invasion of Czechoslovakia in August by the armed forces of the U.S.S.R. and other Warsaw Pact nations, it became necessary to render assistance to the large number of Canadians who were then in Czechoslovakia.

The Consular Division continued to maintain liaison with the Canadian Red Cross Society, the International Committee of the Red Cross and the Commonwealth War Graves Commission.

Consular services performed abroad included: issuing and renewing regular and emergency passports; renewing certificates of identity; granting diplomatic and courtesy visas; issuing immigrant and non-immigrant visas and letters of introduction in countries where the Canadian Immigration Service is not represented; providing advice and assistance on matters of citizenship, immigration, tourism, education, marriage and adoption procedures and liability to military service abroad; registering Canadian citizens abroad and providing relief and repatriation for Canadians temporarily distressed or disabled; assisting Canadians under arrest or in detention; advising on cases involving the death of Canadians abroad and protecting Canadian interests in estates; assisting Canadian ships and aircraft and their crews; performing notarial acts, including authentication of legal and other documents; advising and affording consular facilities to persons proceeding to and from Canada under Canadian aid and technical assistance programmes; helping locate missing persons; assisting Canadian veterans; dealing with enquiries concerning Canadian customs regulations, taxation, children's allowances, workmen's compensation, vital statistics, the Old Age Security Pension and the Canadian and Quebec pension plans; and generally protecting the rights and interests and, in conditions of emergency, securing the welfare and safety of Canadians abroad.

Agreements are in effect with 22 countries providing for the elimination of the requirement for a visa for a stay of short duration. Under these agreements, Canadian visitors may enter and remain in the country concerned, normally for a period of up to three months. Such privileges are enjoyed by Canadian citizens who travel as tourists to Austria, Belgium, Denmark, Finland, France, the Federal Republic of Germany, Greece,

Iceland, Israel, Italy, Japan, Liechtenstein, Luxembourg, Monaco, the Netherlands, Norway, Portugal, San Marino, Spain, Sweden, Switzerland and Turkey. Agreements are also in effect with Iran, the U.S.S.R. and Yugoslavia, which allow Canadians to receive visas free of charge, and with Venezuela at a reduced fee. Visas are not required of Canadians visiting the United States, Commonwealth countries (other than Ghana) and Ireland, the French overseas departments and St. Pierre and Miquelon, and certain African and Central and South American countries.

Two administrative measures of some importance came into effect in 1968 in connection with non-immigrant entry into Canada. By Order-in-Council dated May 22, 1968, the non-immigrant visa fee of \$2.00 was abolished so that no fee is now charged for issuance of non-immigrant visas for entry into Canada. The second change which deserves mention is that during the year 1968 all nationals of Western Hemisphere countries, regardless of their point of departure for Canada, became admissible without visas for a period not exceeding three months.

### Passport Division

Provision of passport services for citizens residing in Canada and in countries abroad is co-ordinated by the Passport Division. The division also issues certificates of identity to stateless persons who are unable for valid reasons to obtain travel documents from their country of origin.

In 1968 there was a substantial increase in the demand for passport services, amounting to 28.04 per cent over the previous year. During the peak travel season and immediately preceding the mail strike, the weekly volume at times registered an increase of as much as 51.15 per cent over the corresponding week of the previous year.

During the year, the Passport Division issued 284,442 passports and renewed 57,761 documents for a total of 342,203 services.

When the mail strike occurred, the Passport Division opened emergency passport offices in Montreal, Toronto and Vancouver in order to deal with situations in which applicants were unable to delay travel plans or an urgent valid need to travel abroad had arisen. The offices continued in operation for approximately four weeks.

Stateless persons received 1,383 certificates of identity and 863 were renewed in the 12-month period.

Gross revenue received from fees reached \$1,524,375 during the year.



Over the past ten years, the volume of demand for passport services has increased by 147 per cent. Growth in this respect is reflected in the following table of services rendered during the decade:

Passports			Certificates of Identity		
<u>Year</u>	<u>Issued</u>	<u>Renewed</u>	<u>Issued</u>	<u>Renewed</u>	<u>Total Revenue</u>
1959	115,272	16,102	5,353	1,449	\$622,658.02
1960	134,637	18,411	6,004	2,184	730,605.31
1961	139,218	19,988	4,387	3,209	746,795.76
1962	155,363	23,636	2,807	2,728	826,940.07
1963	164,445	26,964	2,133	1,748	879,929.85
1964	184,569	32,784	1,854	1,313	989,605.71
1965	203,571	38,456	1,190	1,003	1,087,190.92
1966	208,804	42,749	1,699	982	1,129,717.70
1967	218,064	46,842	1,551	1,077	1,185,780.07
1968	284,442	57,761	1,383	863	1,524,375.00

## VIII

### LEGAL AFFAIRS

#### Legal Division

The Legal Division, under the direction of the Legal Adviser, who is also an Assistant Under-Secretary of State for External Affairs, provides an advisory service to other divisions of the Department as well as serving as the operational arm of the Department for a number of international legal activities. In the former capacity, it provides the Department with advice on public and private international law and on constitutional and comparative law, and maintains contact on various matters with the Department of Justice, the office of the Judge Advocate General and the legal offices of other government departments. In the latter capacity, it follows closely United Nations deliberations on legal questions, as well as topics having legal aspects. It has particular responsibility for Canada's position on subjects being discussed by the Sixth (Legal) Committee of the United Nations General Assembly, and concerns itself in a variety of ways with Canada's role with respect to the development of international law.

The Division is organized into: the Claims Section, concerned with the protection of property and interests abroad of Canadian citizens; the General Section, responsible for Law of the Sea (including territorial waters, fishing zones and the continental shelf, peaceful uses of the seabed, and diplomatic and consular privileges and immunities); the United Nations and Legal Planning Section, dealing with United Nations legal and human rights items, questions related to recognition of states and governments and assisting in the planning of Canadian policy and legal and quasi-legal questions; and the Treaty and Economic Section, which advises on treaty interpretation questions, assists in the preparation and interpretation of international agreements, assures that treaties entered into by Canada are concluded in accordance with Canada's constitutional procedures, maintains treaty records, registers treaties with the United Nations and is concerned with the legal aspects of Canada's international economic relations.

#### Development of International Law

The International Law Commission held its twentieth session at the United Nations Office in Geneva from May 27 to August 2, 1968. During the course of the session, the Commission adopted a provisional draft of 21 articles concerning permanent missions to international organizations. These articles, which are intended to serve as a basis for a draft convention to be concluded at a later date, were transmitted through the Secretary-General to member governments for their observations.

The first session of the United Nations Conference on the Law of Treaties took place in Vienna from March 26 to May 24, 1968. More than 100 nations, including Canada, were represented at this conference, which considered over 80 draft articles on the Law of Treaties, almost all of them prepared by the International Law Commission. The second and final session of the Conference, which will take place in Vienna from April 9 to May 21, 1969, is expected to adopt a United Nations Convention on the Law of Treaties.

During the twenty-third session of the United Nations General Assembly, the Sixth Committee gave consideration to the International Law Commission draft articles on special missions. Decisions have now been taken by the Sixth Committee on 29 of 50 articles and the work towards agreement on the remainder will be continued next year. When final agreement is achieved, a Convention on Special Missions will be adopted by the General Assembly and opened for signature in the same way as have the Conventions on Diplomatic and Consular Immunities in the recent past.

In the course of the past year, Canada played an active role in the United Nations on the question of defining aggression. A 35-member Special Committee, including Canada, met in Geneva from June 4 to July 5, 1968, to consider the question. At the twenty-third session of the United Nations General Assembly, it was decided to reconstitute the Special Committee, which will meet again in 1969 to pursue its consideration of the question of defining aggression.

In 1968, Canada also maintained its active participation in the study of principles of international law concerning friendly relations and co-operation among states. The United Nations Special Committee dealing with this subject (which has already reached general agreement on four of seven principles) met in New York September 9 to 30. The main item on the agenda was consideration of the two principles: (1) that states shall refrain in their international relations from the threat or use of force against the territorial integrity and political independence of any state, or in any other manner inconsistent with the purposes of the United Nations and (2) of equal rights and self-determination of peoples. Substantial progress was made towards agreement on the first principle, but the Committee was unable to carry out a study in depth on proposals concerning the second, owing to lack of time. At the General Assembly, it was decided that the Special Committee should meet once again before the twenty-fourth session of the Assembly. It is expected that final agreement will be reached on one or both of the two principles set out above which, together with the principle of non-intervention in matters within the domestic jurisdiction of any state in accordance with the Charter, remain to be dealt with by the Committee.

### Law of the Sea

During 1968, the international community, within the framework of the United Nations, continued to be concerned with consideration of various aspects of the Law of the Sea and exploitation of the sea's resources. Canada actively participated in the 35-member United Nations Ad Hoc Committee on the Peaceful Uses of the Sea-bed and Ocean-Floor beyond the Limits of National Jurisdiction, which held three meetings during the year. As a result of the debate, which followed the Ad Hoc Committee's report to the twenty-third General Assembly, it was decided to establish a Permanent Committee of 42 members (including Canada) to succeed the ad hoc group. In addition, three other resolutions were adopted: (1) on pollution of the marine environment; (2) requesting a study by the Secretary-General on the question of establishing "international machinery" for promotion of the exploration and exploitation of the resources of the sea-bed and ocean-floor; (3) in favour of an international decade of oceanographic development.



## Peaceful Uses of Outer Space

The Legal Sub-Committee of the General Assembly Committee on the Peaceful Uses of Outer Space held its seventh session from June 4 to 28 in Geneva. Despite considerable effort, the Sub-Committee was unable to fulfill its mandate to complete the drafting of a Convention on Liability for Damage Caused by Objects Launched into Outer Space for tabling at the twenty-third General Assembly. Agreement was however reached on the formulation of several important principles. The Sub-Committee adopted two resolutions: one recommending to the parent Outer Space Committee that it request the Scientific and Technical Sub-Committee to consider the question of direct broadcasting satellites with a view to preparing a study of the technical problems involved; the second recommending that the definition of outer space be retained on the Legal Sub-Committee agenda and that United Nations Specialized Agencies and the International Atomic Energy Agency be asked to examine and report on particular problems that have arisen from the use of outer space in their areas of interest, which they consider should be brought to the attention of the Outer Space Committee.

The report issued by the Legal Sub-Committee at the conclusion of the Geneva meeting included a recommendation that the Outer Space Committee give consideration to convening the Sub-Committee as soon as it considers that substantial progress can be made on the Liability Convention. It is expected that the Sub-Committee will meet again this summer with the aim of reaching agreement so that a complete draft convention on liability can be presented to the twenty-fourth General Assembly in September 1969.

## Claims

In 1964, it was considered that the time was ripe to make renewed efforts to arrive at lump-sum settlements of the outstanding claims of Canadian citizens against a number of countries. The claims in question arose for the most part from the nationalization of property in Eastern Europe following the Second World War.

The first result of these renewed efforts was the agreement in June 1964 whereby the Hungarian Government undertook to begin claims negotiations with Canada. Since January 1966 there have been four rounds of negotiations; the last took place in Budapest in November and December 1967. Although some progress was made, many points of difference still remain to be resolved. During 1968, contacts with Budapest were renewed to explore every possible avenue in the search for a satisfactory settlement of the claims.

In September, distribution was completed to successful claimants of moneys received under the Canadian-Bulgarian Claims Settlement signed in June 1966. The distribution was effected according to the recommendations of Chief Justice Thane A. Campbell, Adviser on Claims under the Foreign Claims (Bulgaria) Settlement. This settlement totalled \$40,000 against which 28 claims were submitted. The Adviser ruled that eight claims be admitted and 20 rejected.

Early in 1965, an understanding was reached with the Polish Government whereby the latter agreed to enter into negotiations with Canada

towards a lump-sum settlement of Canadian claims on the basis of principles similar to those applied in settlements which Poland has concluded with other countries. Canadians were invited to submit their claims against Poland to the Department, where they were examined and details were sent to the Polish authorities in 1967. The first round of negotiations was held in Warsaw from October 21 to November 6, 1968, and a second round will be held in Ottawa in April 1969. Although experience indicates that several rounds of talks may be necessary before agreement is reached, an active period of negotiation has begun which it is hoped will lead to an early settlement.

Agreement in principle to negotiate outstanding Canadian claims has also been reached with the Czechoslovak Government, which signed a preliminary agreement in May 1967. Claims received under this programme are now being examined in the Department. As considerable analysis remains to be carried out, it is now apparent that negotiations with Czechoslovakia are unlikely to begin before late 1969. As an intermediate step, however, it is hoped that the Department may be able to transmit a list of these claims to the Czechoslovak authorities in the first half of 1969, and perhaps to have an official visit to Prague to discuss the format of the prospective Czechoslovak negotiations with appropriate officials.

Progress has also been registered with regard to Canadian claims against Romania. In May 1967, agreement was reached to negotiate a settlement of outstanding Canadian financial claims, and the Department is now completing the initial phase of collecting information from the Canadian claimants. In November 1968, Canadian representatives met with Romanian officials in Bucharest at the invitation of the Romanian Government. On the basis of these discussions, the outlook for an early and equitable settlement appears promising. It is anticipated that the first round of negotiations will be held in Bucharest early in 1969.

In addition, the Department of External Affairs has raised with the authorities of a number of other countries the claims of Canadian citizens concerning the taking of property without compensation, and regarding other injuries and losses. It has also examined a small number of claims against Canada which other governments have brought to the attention of the Department.

#### Lake Ontario Claims Tribunal

The year 1968 saw the completion of the proceedings of the Lake Ontario Claims Tribunal: United States and Canada.

The Tribunal was constituted under a Canada-U.S. agreement of March 25, 1965, which came into force on October 11, 1966. Dr. Erades was appointed jointly by the Governments of Canada and the United States. The member appointed by Canada was the Honourable W.D. Roach, a recently retired Judge of the Court of Appeal of Ontario, and the member appointed by the United States was Professor Alwyn Freeman of Johns Hopkins University.

Under its terms, the Tribunal was vested with the powers to dispose of certain claims for damage to property owned by U.S. citizens on the American side of Lake Ontario. These claims, which were espoused by the



United States Government, were for property damage allegedly attributable in whole or in part to the construction by the Government of Canada of a small navigational improvement in the international section of the St. Lawrence River known as Gut Dam. This dam was constructed by Canada in 1903-04 following arrangements between the United States and Canadian Governments. The claims arose out of high water-levels which prevailed on Lake Ontario in 1951-52. Gut Dam itself was removed in 1963 as part of the St. Lawrence Seaway construction programme.

The Tribunal held its third session as scheduled with meetings in January in Washington and in February at its headquarters in Ottawa. At these hearings, the Tribunal singled out for priority treatment an important preliminary question: whether the agreement of 1903-04 under which Gut Dam was constructed extended to all United States citizens suffering damage or was restricted (as argued by the Canadian Government) to the owners of Les Galops Island and to the period immediately following the construction of the dam. The Tribunal decided against Canada on this issue on February 12, 1968, concluding that the agreement, whatever the obligations therein, extended to all United States citizens and was not limited as to time.

Following the conclusion of the meeting in February 1968, discussions between the parties led to an agreement to settle the claims by a lump-sum payment by the Government of Canada to the Government of the United States of \$350,000 (U.S.) on the understanding that such payment be made without prejudice to the legal or factual positions maintained by the two governments and without precedential effect. The 230 American claims filed with the Tribunal totalled approximately \$650,000 (U.S.) which, together with a further amount of some \$650,000 (U.S.) (representing interest at the rate of 6 per cent per annum since the date of the damage in 1951-52), added up to a total claim of some \$1.3 million (U.S.).

The Tribunal held its last meeting on September 27, 1968, when the Canadian and U.S. representatives notified it of the settlement which had been reached by the two governments. The Chairman of the Tribunal, Dr. Lambertus Erades, First Vice-President of the Rotterdam District Court of the Netherlands, took note of this and confirmed that settlement of the dispute terminated the functions of the Tribunal.

#### Co-Ordination Division

This Division, which was formed in 1967, deals with external affairs questions of particular interest to the provinces. Broadly speaking, it is the Co-ordination Division's responsibility to ensure that there is effective liaison among divisions of the Department on all matters with federal-provincial implications and to be in touch with other federal departments and agencies as required and, on a regular basis, with provincial authorities.

In fulfilling this role, the Division assists, in a functional way, in the formation of Canadian delegations to international organizations when these delegations include representatives from the provinces. The Division also participates in preparations for negotiation of multilateral treaties requiring implementation by the provinces (e.g., the Covenants of



Human Rights), as well as for negotiation of bilateral agreements which establish programmes or activities in which the provinces might participate.

Another major activity of the Division is assisting official representatives of the provinces travelling abroad, especially provincial ministers and officials. Such visits are increasing in number. The Co-ordination Division is so organized as to communicate speedily both with appropriate provincial authorities and with the Canadian diplomatic missions concerned. It is the Division's function to ensure that any problem regarding arrangements to be made in preparation for these visits is resolved quickly and satisfactorily for all those involved, especially for persons or groups from the provinces undertaking visits abroad.

## IX

### ADMINISTRATION

The Administrative Improvement Programme, begun three years ago, has been carried a major step forward with the structural reorganization of the administrative side of the Department.

Existing divisions concerned with personnel, finance, supplies and properties and central services have been regrouped into two branches -- Personnel and Finance and Administration. A third branch, combining communications and registry, called Communications and Information Systems Branch, has been created.

#### Personnel

The Personnel Branch consists of three divisions -- Personnel Operations, Staff Relations and Compensation, and Personnel Planning and Development. A fourth, to be called Personnel Systems and Records, will give the Branch a capability to develop and implement a programme for the computerization of records and the integration of personnel information systems.

#### Personnel Operations

The Personnel Operations Division deals with the recruitment, selection, promotion and assignment of all personnel. The Employment Section has work-sharing arrangements with the Public Service Commission for those classes for which delegation of staffing authority has not yet been made to the Department. The Posting Section is responsible for arranging the assignment of officers, clerks, stenographers, communicators, security guards and specialist personnel as required to units in Ottawa and posts abroad. Some 800 transfers of personnel were handled by this section in 1968. A section has been created to deal with assignment to diplomatic, consular and other missions abroad of personnel of other government departments.

The complex nature of the Department's operations requires competent and efficient employees. Highly specialized staff are needed for certain functions in the administrative areas. The majority of the Department's personnel, both officers and support staff, are rotational; that is to say, they are required to serve abroad as well as in Ottawa. Applicants for the Foreign Service are selected on the basis of merit and must be Canadian citizens who have resided in Canada for at least ten years. Foreign Service Officers and Administrative Trainees must also possess a degree from a university of recognized standing. Last year, 22 Foreign Service Officers and 31 Administrative Trainees and Administrative Service Officers were recruited, as well as a small number of specialists in personnel, information and finance.

The Department recruits women either as Foreign Service Officers or Administrative Service Officers. In 1968, seven women joined the Department, bringing to 82 the number of female officers in the Foreign Service.

## Staff Relations and Compensation

The Staff Relations and Compensation Division deals with all aspects of pay and allowance determination and administration under statutory provisions, Treasury Board regulations or collective agreements. Its responsibilities include the provision of conditions of service that will permit Canadians to serve abroad in a wide variety of circumstances and environments, and will ensure good morale and the effective performance of duties. It works closely with the responsible officers of the Treasury Board to provide the means for personnel posted abroad to acquire suitable housing and to educate their children according to Canadian standards. The Division has a Staff Relations Section, which provides liaison with the Treasury Board as the employer for the Public Service and with employee organizations. It advises departmental management on all aspects of staff relations and monitors grievance procedures. The Division is also responsible for all matters concerning some 800 locally-engaged employees at Canadian missions abroad.

## Personnel Planning and Development

The Personnel Planning and Development Division, when it becomes fully operational, will be responsible for manpower planning and for the Training and Development Section, which was established three years ago. A senior professional Personnel Administrator has been recruited from outside the Department to head the Division. Its creation will enable the Department to deal more effectively with the increasingly complex problems it faces in the recruitment, employment and allocation of staff, to adapt to the new conceptions and techniques of management being introduced into the Public Service and to train existing staff to ensure the optimum development of personnel resources.

## Finance and Administration

The Finance and Administration Branch consists of three divisions -- Finance, Central Services, Matériel Management and Property Management -- and the Organization and Methods Unit. In 1968, the Department engaged the services of a firm of management consultants to assist in the development of financial management procedures consistent with announced Government policies in this area. The implementation of the firm's principal recommendations has begun, including the establishment of an Assistant Director-General and Area Comptrollers.

## Central Services

The Central Services Division, which was organized in April 1968, is responsible for providing a variety of common support services. It is responsible for providing the Department of Public Works with complete information on departmental requirements needed for the new headquarters building. The Division ensures adequate office space, furnishings and equipment at headquarters, including general building alterations and maintenance. It is also responsible for the maintenance of motor transport at headquarters and for parking arrangements.



The Division is responsible for the Incentive Award Programme, for such charity campaigns as the United Appeal, and for sales of government bonds.

The preparation, editing, reproduction and distribution of such departmental publications as manuals, circular documents, reports and directories is carried out by the Central Services Division. The Division is also responsible for co-ordinating the Department's needs in data-processing and for planning for a data-processing unit to serve these needs as and when required.

### Finance

The chief responsibilities of the Finance Division are the preparation of annual estimates and general financial control over expenditures. In addition, the Division provides advice and assistance to other divisions on an ad hoc basis, including military assistance programmes, aid programmes, peacekeeping operations, emergency evacuations, information and cultural programmes, official hospitality and settlement of claims. Additional functions include the financing of posts abroad, payment of assessments to international organizations, co-ordination of administration arrangements for travel and removal and the processing of such claims.

Canada's external relations have expanded considerably during the postwar years, resulting in a budgetary increase to \$85,041,150 in 1968-69, excluding external aid programmes, from \$4,975,136 in 1945-46.

### Matériel Management

The Matériel Management Division is responsible for the logistic or matériel support of Canadian diplomatic posts throughout the world, as well as offices in the departmental headquarters. Foreign operations include matériel support of official residences, chanceries or office accommodations and living accommodations, where these are provided. This responsibility includes the design and planning for and the provision of office and residential furnishings and other equipment, including motor vehicles and special technical equipment, which permits posts to carry out their tasks with maximum economy and efficiency, the maintenance and upkeep of all matériel resources provided, and the provision of related services. The year 1968 saw a continuing increase in the number of living accommodations provided for personnel serving abroad under departmental sponsorship, including the successful completion of a major housing programme for employees of various departments serving in Brussels.

### Property Management

The Property Management Division is responsible for the provision of accommodation at posts abroad for use as chanceries, official residences and Canadian staff quarters. These units are provided through government lease, through the purchase and alteration of existing buildings, and through the purchase of land and construction. The Division maintains and operates owned and leased accommodation and maintains property records.

The year 1968 produced a continuing increase in the number of government-owned and government-leased units. The Division conducted a major

house-leasing programme for various government departments in Brussels. During the year, an overseas purchase was made of one chancery, three residents and four staff quarters in existing buildings, and of six sites for construction. In addition, the Division has under design or construction some 20 building units. The Department now has 17 chanceries owned and 68 leased, 35 official residences owned and 39 leased, and 23 staff quarters owned and 380 leased.

### Organization and Methods

The Organization and Methods Unit, established in 1964, carries out a continuing review of management and operating procedures within the Department, such as a recent comprehensive study of departmental practices for the reproduction and distribution of printed matter. Administrative procedures involved in opening new posts were reviewed, a survey of Canadian Government employees abroad was completed and procedures associated with posting personnel abroad were studied.

The reorganization of the Department and the introduction of both responsibility accounting and collective bargaining have required many changes in departmental operations. The Unit is continuing to provide fact-finding services and advice and assistance in the development and implementation of new and revised policies, standards, systems and procedures. These include, among others, participation in a departmental study of personnel management and related record systems, the development and implementation of a computerized equipment-control system, and the establishment of the degree and level of delegation of responsibilities and authorities under the responsibility accounting system being introduced.

A Forms Management Officer has been appointed to the Unit to be responsible for the continuing programme for the improvement of the Department's forms and associated procedures. A study for the purposes of strengthening and improving forms management practices is nearing completion.

### Communications and Information Systems

Owing to the continued growth of the Department and a requirement to develop improved modern methods of obtaining, recording and retrieving information, a Communications and Information Systems Branch, bringing the existing Records Management Division and Telecommunications Division under common direction, was created.

### Records Management

This Division is the custodian of all official departmental records. It is responsible for opening and distributing official incoming mail; for the classification of all correspondence and documents according to subject in such a way as to keep files readily available and to facilitate the retrieval of information contained therein on subsequent dates; for scheduling all records for retention or destruction; and for the functional control over all records management activities at posts. It is also responsible for the provision of the departmental messenger service. The Head of

the Records Management Division, who is also designated the Departmental Records Manager, works closely with the Dominion Archivist in the field of records management.

A central control attached to Records Management headquarters effectively ensures uniformity in the classification of records and in the procedural methods applied in various decentralized records units. The supervisors of such units submit regular reports to headquarters on their work, on the performance of their personnel, and on file examination and upkeep. Further, they prepare and submit statistical reports from which work measures and standards can be established. Such statistics permit headquarters assessment of the work volume of the units and the allocation of personnel to the best advantage.

The new departmental filing system, designed to provide headquarters and personnel abroad with a uniform records-classification system, introduced in 1963, has gained wide acceptance and its effectiveness has been sustained.

Training courses on records management were given to 75 members of the Department, who were either assigned to the Records Management Division or posted abroad. These courses varied in essence and duration to meet the needs of the trainees, depending on their qualifications, past experience and future duties. Lectures on records management were also given to new departmental personnel.

In 1968, the Post Liaison Officer visited the offices at Port-of-Spain, Caracas and Kingston to carry out a reorganization of records at these posts. The Division also provided assistance and guidance to various other posts regarding the records system and techniques of records management; briefed officers and clerks proceeding to posts on the disposal of obsolete records; and gave counsel regarding the selection of records personnel for certain posts.

In compliance with a Public Records Order issued by the Privy Council on October 1, 1966, the retention and disposal schedules applying to operational records are required by the Dominion Archivist by May 1, 1969. Tentative lists of retention periods were prepared by the Records Management Division and submitted during 1968 to all the operational divisions for their approval. The programme is near completion, and it is expected that the deadline fixed by the Public Records Order will be met by this Department.

The management of departmental records continued to improve during 1968. With the creation of new divisions, demands for records services were intensified. The Division succeeded in keeping abreast of these new demands because of better-trained and experienced personnel, reflected not only by the training programme but also by the filling of vacant non-rotational positions, and also because of increased co-operation by the records users, who indicated greater concern for the handling of their correspondence.



## Telecommunications

The Telecommunications Division is responsible for the operational and technical activities of the Canadian diplomatic Communications System, which provides for the despatch and receipt of messages by telegraph, diplomatic courier and diplomatic mail facilities between Ottawa and posts. It also arranges for the provision of telephone service at headquarters and at posts, conducts training courses for communicators, technicians and other departmental personnel, and is responsible for purchasing, leasing, installing and maintaining all communications equipment and services used throughout the system. Liaison with other departments and agencies that employ these facilities is a further responsibility.

During 1968, efforts were continued to expand and modernize telecommunications services at Ottawa and posts, with particular emphasis given to the improvement of facilities at posts in the Middle East, Asia and Africa.

## APPENDIX I

### A. PUBLICATIONS OF THE DEPARTMENT

The Department of External Affairs issues two free catalogues of its publications -- one for residents of Canada, the other for residents of other countries. Free publications may be ordered from the Information Division, Department of External Affairs, Ottawa, or from Canadian diplomatic and consular posts. Publications for which there is a charge may be ordered from the Queen's Printer, Ottawa.

#### I. Publications Available in Canada and Abroad

External Affairs: A monthly bulletin containing articles on subjects of international interest and official statements of Canadian foreign policy. Price: Annual subscription, Canada, United States and Mexico, \$2.00; other countries, \$2.50. Students in Canada, U.S. and Mexico, \$1.00; other countries, \$1.50. Three-year subscription, Canada, U.S. and Mexico, \$4.50; other countries, \$5.00.

Canada Treaty Series: Texts of individual treaties, conventions and other agreements between Canada and other countries. Price: Canada, U.S. and Mexico, 35 cents; other countries, 40 cents.

Facts on Canada: An illustrated booklet, available free from Canadian posts abroad in English, French, Spanish, German, Italian, Dutch, Russian, Japanese, Portuguese, Czech, Serbo-Croat and Danish.

Canadian Representatives Abroad: A bilingual directory of Canadian diplomatic, consular and trade offices abroad. Information concerning the frequency of issue and price of this publication may be obtained from the Queen's Printer, Ottawa.

Diplomatic Corps and Consular and Other Representatives in Canada: A bilingual directory of diplomatic missions in Ottawa and consular and other missions throughout Canada. Information concerning the frequency of issue and price of this publication may be obtained from the Queen's Printer, Ottawa.

#### Reference Papers

Background information on various aspects of Canadian affairs (list of papers revised in 1968). No charge.

No. 50 The Canadian Ministry (May 1969)

No. 74 Provincial Lieutenant-Governors, Premiers, and Commissioners of Territories (April 1969)

No. 121 Food and Agriculture Organization (April 1968)

No. 122 The Canada Council (May 1968)

No. 123 Canada's Water (October 1968)

## Official Papers

The Columbia River Treaty and Protocol - A Presentation: Price: Canada, the United States and Mexico, \$3.00.

Columbia River Treaty Protocol and Related Documents: Price: Canada, the United States and Mexico, \$3.00.

Report of Disarmament Discussions 1957: Price: Canada, United States and Mexico, 35 cents; other countries, 40 cents.

The Crisis in the Middle East: October-December 1956: Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

Canada and the Korean Crisis 1950: Price: Canada, the United States and Mexico, 25 cents; other countries, 30 cents.

## Statements and Speeches

Speeches listed are reproduced by the Information Division, Department of External Affairs.

Rt. Hon. Pierre Elliott Trudeau, Prime Minister of Canada:

68/17 "Canada and the World."	Ottawa, May 29
68/18 "Canada's Official Languages Bill."	House of Commons, October 17
68/19 "The Nigerian Situation."	House of Commons, November 26

Rt. Hon. L.B. Pearson, formerly Prime Minister of Canada:

68/4 "A Time for Crucial Decisions."	Ottawa, February 5
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Hon. Mitchell Sharp, Secretary of State for External Affairs:

68/13 "The Languages of Canadian Diplomacy."	Ottawa, August 26
68/14 "Towards World Order."	Toronto, June 7
68/15 "Canada and the United Nations, 1968."	United Nations, October 9
68/16 "Canada Assesses the Invasion of Czechoslovakia."	Winnipeg, October 13
68/20 "The Conflict in Nigeria."	House of Commons, November 26
68/21 "Special NATO Ministerial Meeting."	Standing Committee on External Affairs December 3



Hon. Paul Martin, formerly Secretary of State for External Affairs:

- 68/2 "Resumption of the 18-Nation Disarmament Committee." Geneva,  
January 18
- 68/3 "Canadian Foreign Policy." Medicine Hat,  
February 5
- 68/5 "The Pueblo Incident - The Canadian Position." House of Commons,  
January 29
- 68/8 "NATO and North American Air Defence." Standing Committee...,  
March 7
- 68/9 "Vietnam." House of Commons,  
March 18
- 68/12 "The United Nations Policy Organs and Multilateral Diplomacy." New York,  
May 21

Lt.-Gen. E.L.M. Burns, Permanent Representative of Canada to the Eighteen-Nation Disarmament Committee:

- 68/11 "Canada and the Non-Proliferation Treaty." Geneva,  
March 13

Hon. Léo Cadieux, Minister of National Defence:

- 68/22 "Guiding Principles of Canada's Defence Policy." Standing Committee...,  
December 3

Mr. Marcel Cadieux, Under-Secretary of State for External Affairs:

- 68/10 "Quebec in World Affairs - Myth or Reality?" Montreal,  
March 2

Hon. C.M. Drury, formerly Minister of Industry:

- 68/7 "The Challenge of Rapid Industrial Growth." Ottawa,  
March 5

Hon. Robert M. Winters, formerly Minister of Trade & Commerce:

- 68/1 "Canada Adjusts to the Results of the Kennedy Round." Ottawa,  
January 17
- 68/6 "Canada and the Development of World Trade." Ottawa,  
February 23

## 2. Publications Distributed Abroad Only

Canadian Weekly Bulletin: A summary of important developments and announcements.

Reprints: Articles on Canada and Canadian affairs reprinted from various sources.

No. 12 "Informal Interview with Prime Minister Trudeau," By Jay Waltz,  
The New York Times, November 29, 1968.

## B. HANSARD REFERENCES TO DEPARTMENTAL AFFAIRS

The following section consists of references to speeches, statements and replies to questions in the House of Commons during 1968 regarding the work of the Department.

### House of Commons Debates, 1968

Canada-U.S. Relations: 6614, 12 Feb; 7207-8, 4 Mar; 7401, 7 Mar; 7406, 8 Mar; 7432, 8 Mar; 7552, 12 Mar; 7626, 14 Mar; 7756, 18 Mar; 8011, 25 Mar; 2626-8, 12 Nov; 3247-8, 27 Nov.

China: 6671, 13 Feb; 7278, 5 Mar; 7409, 8 Mar; 8125, 27 Mar; 8, 12 Sept; 164, 18 Sept; 206, 19 Sept; 329, 23 Sept; 2148-9, 29 Oct; 2568-70, 7 Nov; 2787, 15 Nov; 3005, 21 Nov; 3774, 10 Dec; 4153, 19 Dec.

Cyprus: 5770, 22 Jan; 7615, 14 Mar; 7793, 19 Mar; 95, 17 Sept; 167-8, 18 Sept.

Czechoslovakia: 8, 12 Sept; 60, 16 Sept; 65, 16 Sept; 292-3, 20 Sept; 324-5, 23 Sept; 504-5, 27 Sept; 925, 8 Oct; 1467-8, 17 Oct; 1480, 17 Oct; 3585, 6 Dec; 3811, 11 Dec.

External Affairs: 6669, 13 Feb; 7575, 13 Mar; 7770-1, 18 Mar; 66, 16 Sept; 198, 19 Sept; 328-9, 23 Sept; 339, 23 Sept; 344-5, 23 Sept; 1148, 15 Oct; 1467-8, 17 Oct; 1528, 18 Oct; 1595, 21 Oct; 2086, 28 Oct; 2143, 29 Oct; 2625-7, 12 Nov; 2719-20, 14 Nov; 2781-2, 15 Nov; 2831, 18 Nov; 2903-5, 19 Nov; 3067-8, 22 Nov; 3129-32, 25 Nov; 3485-6, 4 Dec; 4032-5, 17 Dec; 4153, 19 Dec.

External Affairs Committee: 892-3, 7 Oct; 915, 8 Oct; 1646, 22 Oct; 2469, 6 Nov; 2627, 12 Nov; 3194, 26 Nov; 3417, 4 Dec; 3486, 4 Dec; 3627, 6 Dec.

External Affairs Department: 7217, 4 Mar; 7569, 12 Mar; 7734-76, 18 Mar; 843-5, 7 Oct; 1530, 18 Oct; 2357, 4 Nov; 2952, 19 Nov; 3716-7, 9 Dec.

External Aid: 6238-9, 1 Feb; 6559, 9 Feb; 6713, 14 Feb; 6777, 15 Feb; 6800, 15 Feb; 6938-9, 23 Feb; 7234, 4 Mar; 7431-2, 8 Mar; 7554-8, 12 Mar; 7669-70, 15 Mar; 7734-8, 18 Mar; 7743-9, 18 Mar; 7753-4, 18 Mar; 7758-9, 18 Mar; 7773, 18 Mar; 7864, 20 Mar; 8073, 26 Mar; 8121, 27 Mar; 66, 16 Sept; 121, 17 Sept; 221, 19 Sept; 330-45, 23 Sept; 467, 25 Sept; 495-6, 27 Sept; 748, 3 Oct; 1921-2, 23 Oct; 1936, 23 Oct; 2148, 29 Oct; 2302, 1 Nov; 2582-3, 8 Nov; 2977, 20 Nov; 3295-7, 29 Nov; 3505, 4 Dec; 3686-95, 9 Dec.

France: 7280, 5 Mar; 7327, 6 Mar; 7359, 7 Mar; 15, 13 Sept; 46, 16 Sept; 54, 16 Sept; 66-7, 16 Sept; 95, 17 Sept; 204, 19 Sept; 233-4, 19 Sept; 266, 20 Sept; 467-8, 25 Sept; 530, 27 Sept; 569-70, 30 Sept; 624, 1 Oct; 628, 1 Oct; 791, 4 Oct; 2075, 28 Oct; 2086, 28 Oct; 2473, 6 Nov; 3009, 21 Nov; 7795-6, 10 Dec.



Middle East: 6137, 30 Jan; 7397, 7 Mar; 7936-7, 22 Mar; 162, 18 Sept; 563-4, 30 Sept; 1017, 10 Oct; 1594, 21 Oct; 2152, 29 Oct.

NATO: 6465, 7 Feb; 6768, 15 Feb; 6860-1, 19 Feb; 7071-2, 28 Feb; 7223, 4 Mar; 7325-6, 6 Mar; 7429, 8 Mar; 7550-1, 12 Mar; 7604-5, 12 Mar; 8, 12 Sept; 18, 13 Sept; 42, 16 Sept; 194-5, 19 Sept; 197-8, 19 Sept; 299-300, 20 Sept; 323, 23 Sept; 346, 23 Sept; 388-9, 24 Sept; 408, 24 Sept; 557, 30 Sept; 791-2, 4 Oct; 1527-8, 18 Oct; 1595, 21 Oct; 2036, 26 Oct; 2626, 12 Nov; 2719-21, 14 Nov; 2781-3, 15 Nov; 2831-2, 18 Nov; 2841-2, 18 Nov; 2900, 18 Nov; 2977, 20 Nov; 3067-8, 22 Nov; 3129-30, 25 Nov; 3187, 26 Nov; 3192, 26 Nov; 3275, 27 Nov; 3297-9, 29 Nov; 3359-60, 2 Dec; 3486, 4 Dec; 4032-3, 17 Dec.

Nigeria-Biafra: 6554-5, 9 Feb; 6609, 12 Feb; 7412, 8 Mar; 7571-3, 12 Mar; 7666-7, 15 Mar; 7744-5, 18 Mar; 7773, 18 Mar; 7836, 19 Mar; 7937, 22 Mar; 7994, 25 Mar; 8061-2, 26 Mar; 8, 12 Sept; 14-15, 13 Sept; 27-8, 13 Sept; 61, 16 Sept; 98-100, 17 Sept; 161-2, 18 Sept; 190, 18 Sept; 205, 19 Sept; 233, 19 Sept; 264-6, 19 Sept; 324, 23 Sept; 340-2, 23 Sept; 389, 24 Sept; 500-5, 27 Sept; 532-3, 27 Sept; 545, 30 Sept; 565, 30 Sept; 618-22, 30 Sept; 799, 4 Oct; 842-5, 7 Oct; 860-1, 7 Oct; 926-7, 8 Oct; 960, 8 Oct; 970, 8 Oct; 1018-20, 10 Oct; 1077-82, 10 Oct; 1088, 11 Oct; 1146-9, 15 Oct; 1471-5, 17 Oct; 1591-3, 21 Oct; 1647-8, 22 Oct; 1926, 23 Oct; 1971, 24 Oct; 2027-3, 28 Oct; 2083-4, 28 Oct; 2090, 28 Oct; 2144-5, 29 Oct; 2198-2200, 29 Oct; 2289-91, 31 Oct; 2306, 1 Nov; 2346-7, 4 Nov; 2429, 5 Nov; 2469, 6 Nov; 2573, 8 Nov; 2633, 12 Nov; 2722-3, 14 Nov; 3194-3245, 26 Nov; 3306, 29 Nov; 3663, 9 Dec; 3815-6, 11 Dec; 3850, 12 Dec; 3911, 13 Dec; 3973, 16 Dec; 4158, 19 Dec; 4209, 20 Dec.

NORAD: 6133, 30 Jan; 6293, 2 Feb; 6345, 5 Feb; 6668-9, 13 Feb; 7407, 8 Mar; 7412, 8 Mar; 7497-9, 11 Mar; 7528, 12 Mar; 7550, 12 Mar; 7570, 12 Mar; 7604-5, 13 Mar; 7738-9, 18 Mar; 7754, 18 Mar; 94-5, 17 Sept; 345-6, 23 Sept; 504, 27 Sept; 1596, 21 Oct; 2570, 8 Nov; 2842-3, 18 Nov; 2903, 19 Nov; 3067, 22 Nov; 3275-6, 27 Nov; 3360, 2 Dec; 3997-8, 16 Dec; 4123, 18 Dec; 4159, 19 Dec.

Rhodesia: 6071, 29 Jan; 7154, 1 Mar; 7161, 1 Mar; 7272-3, 5 Mar; 7358, 7 Mar; 7388, 7 Mar; 7408, 8 Mar; 7466, 11 Mar; 7518, 12 Mar; 7727, 18 Mar; 7771-2, 18 Mar; 7793, 19 Mar; 7859, 20 Mar; 7935-6, 22 Mar; 329, 23 Sept; 501, 27 Sept; 1533, 18 Oct.

United Nations: 6349, 5 Feb; 6411, 6 Feb; 6497-8, 8 Feb; 8, 12 Sept; 198, 19 Sept; 274, 20 Sept; 386-7, 24 Sept; 505, 27 Sept; 741, 3 Oct; 1028, 10 Oct; 1594, 21 Oct; 1648, 22 Oct; 2294, 1 Nov; 2364, 4 Nov; 2488, 6 Nov; 2577, 8 Nov; 2632, 12 Nov; 3129-30, 25 Nov.

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## APPENDIX II

### DEPARTMENTAL PERSONNEL STATISTICS

Comparison of Staff on 31 December 1967 and 31 December 1968:

	<u>1967</u>	<u>1968</u>
<u>Officers</u>		
Ottawa	350	427
Abroad	355	388
<u>Administrative Staff</u>		
Ottawa	753	741
Abroad	<u>696</u>	<u>725</u>
Totals	2154	2281
Locally-engaged staff abroad	915	911
Foreign Service Officers recruited	67	22
Other appointments	292	299
<u>Separations</u>		
Foreign Service Officers	15	22
Staff	163	188

## APPENDIX III

### 1. CANADIAN DIPLOMATIC REPRESENTATION

#### A. Embassies<sup>(1)</sup>

Country	City
★ Afghanistan (Pakistan)	
★ Algeria (Switzerland)	
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
★ Bolivia (Peru)	
Brazil	Rio de Janeiro
★ Bulgaria (Yugoslavia)	
★ Burma (Malaysia)	
Cameroun	Yaoundé
★ Central African Republic (Cameroun)	
★ Chad	
Chile	Santiago
Colombia	Bogota
Congo, Republic of (Congo, Democratic Republic of)	
Congo, Democratic Republic of	Kinshasa
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
★ Dahomey (Nigeria)	
Denmark	Copenhagen
Dominican Republic	Santo Domingo
Ecuador	Quito
★ El Salvador (Costa Rica)	
Ethiopia	Addis Ababa
Finland	Helsinki
France	Paris
★ Gabon (Cameroun)	
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
Guinea (Senegal)	
Haiti	Port-au-Prince
★ Honduras (Costa Rica)	
★ Hungary (Czechoslovakia)	
★ Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
★ Iraq (Iran)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome

(1) No resident diplomatic mission maintained in countries marked with an asterisk. The country named in brackets is that in which the accredited Canadian representative resides.

Country	City
★ Ivory Coast (Ghana)	
Japan	Tokyo
★ Jordan (Lebanon)	
★ Korea (Japan)	
★ Kuwait (Iran)	
Lebanon	Beirut
★ Libya (Tunisia)	
★ Luxembourg (Belgium)	
★ Malagasy Republic (Ethiopia)	
★ Mauritania (Senegal)	
Mexico	Mexico City
★ Morocco (Spain)	
★ Nepal (India)	
Netherlands	The Hague
★ Nicaragua (Costa Rica)	
★ Niger (Nigeria)	
Norway	Oslo
★ Panama (Costa Rica)	
★ Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
★ Romania (Yugoslavia)	
★ Rwanda (Congo, Democratic Republic of)	
Senegal	Dakar
★ Somali Republic (Ethiopia)	
South Africa	Pretoria
Spain	Madrid
★ Sudan (United Arab Republic)	
Sweden	Stockholm
Switzerland	Berne
★ Syrian Arab Republic (Lebanon)	
Thailand	Bangkok
★ Togo (Ghana)	
Tunisia	Tunis
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United Arab Republic	Cairo
United States of America	Washington
★ Upper Volta (Ghana)	
Uruguay	Montevideo
Venezuela	Caracas
Yugoslavia	Belgrade



## B. Offices of High Commissioners

Country	City
Australia	Canberra
★ Barbados (Trinidad and Tobago)	
★ Botswana (South Africa)	
Britain	London
Ceylon	Colombo
Cyprus	Nicosia
★ Gambia (Senegal)	
Ghana	Accra
Guyana	Georgetown
India	New Delhi
Jamaica	Kingston
Kenya	Nairobi
★ Lesotho (South Africa)	
Malaysia	Kuala Lumpur
★ Malta (Italy)	
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Islamabad
★ Sierra Leone (Nigeria)	
Singapore	Singapore
Tanzania, United Republic of	Dar-es-Salaam
Trinidad and Tobago <sup>(2)</sup>	Port-of-Spain
★ Uganda (Kenya)	
★ Zambia (Tanzania, United Republic of)	

## C. Permanent Delegations to International Organizations

Organization	City
European Communities (Economic, Atomic Energy, Coal and Steel)	Brussels
North Atlantic Council	Brussels
Organization for Economic Co-operation and Development	Paris
United Nations	New York
United Nations (Geneva Office)	Geneva
Conference of the Eighteen-Nation Committee on Disarmament	Geneva
United Nations Educational, Scientific and Cultural Organization	Paris

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(2) Also accredited as Commissioner for Canada in the West Indies (Associated States).

## 2. CONSULAR OFFICES

### A. Consulates General

Country	City
France	Bordeaux Marseilles
Germany	Düsseldorf Hamburg
Iceland	Reykjavik (honorary officer in charge)
Italy	Milan
Monaco (3)	
Philippines	Manila
United States of America	Boston Chicago Los Angeles New Orleans New York San Francisco Seattle

### B. Consulates

Country	City
Brazil	Saõ Paulo
San Marino (4)	
United States of America	Cleveland Dallas Detroit Philadelphia San Juan (Commonwealth of Puerto Rico)

### C. Vice-Consulate

Country	City
Portugal - the Azores	Ponta Delgada

## 3. MILITARY MISSIONS

Country	City
Germany	Berlin

(3) Care of Canadian Consulate General, Marseilles.

(4) Care of Canadian Embassy, Rome.

#### 4. INTERNATIONAL SUPERVISORY COMMISSIONS

Country	City
Cambodia	Phnom Penh
Laos	Vientiane
Vietnam	Saigon



## APPENDIX IV

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>(1)</sup>

#### 1. Diplomatic Missions Resident in Canada

Country	Nature of Post
Algeria	Embassy
Argentina	Embassy
★ Australia	High Commissioner's Office
★ Austria	Embassy
Barbados	High Commissioner's Office
★ Belgium	Embassy
★ Brazil	Embassy
Britain	High Commissioner's Office
Bulgaria	Embassy
Burma	Embassy
Cameroun	Embassy
Ceylon	High Commissioner's Office
★ Chile	Embassy
★ China	Embassy
★ Colombia	Embassy
Congo (Kinshasa)	Embassy
★ Cuba	Embassy
★ Czechoslovakia	Embassy
★ Denmark	Embassy
★ Dominican Republic	Embassy
★ Ecuador	Embassy
Ethiopia	Embassy
★ Finland	Embassy
★ France	Embassy
★ Germany	Embassy
Ghana	High Commissioner's Office
★ Greece	Embassy
★ Haiti	Embassy
Hungary	Embassy
India	High Commissioner's Office
★ Indonesia	Embassy
Iran	Embassy
Ireland	Embassy
★ Israel	Embassy
★ Italy	Embassy
★ Jamaica	High Commissioner's Office
Japan	Embassy
Korea	Embassy
★ Lebanon	Embassy
Malaysia	High Commissioner's Office
★ Mexico	Embassy

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(1) Countries with consulates in Canada are marked with an asterisk. For more detailed information see Canadian Representatives Abroad and Diplomatic Corps and Consular and Other Representatives in Canada.

Country	Nature of Post
★ Netherlands	Embassy
New Zealand	High Commissioner's Office
Nigeria	High Commissioner's Office
★ Norway	Embassy
Pakistan	High Commissioner's Office
★ Peru	Embassy
★ Poland	Embassy
★ Portugal	Embassy
South Africa	Embassy
★ Spain	Embassy
★ Sweden	Embassy
★ Switzerland	Embassy
Tanzania	High Commissioner's Office
★ Thailand	Embassy
Trinidad and Tobago	High Commissioner's Office
★ Turkey	Embassy
Union of Soviet Socialist Republics	Embassy
United Arab Republic	Embassy
★ United States of America	Embassy
★ Uruguay	Embassy
★ Venezuela	Embassy
Yugoslavia	Embassy

## 2. Accredited Diplomatic Missions not Resident in Canada

Country	Nature of Post	Residence
Bolivia	Embassy	Washington
Botswana	Embassy	Washington
Congo (Brazzaville)	Embassy	New York
★ Costa Rica	Embassy	Washington
Cyprus	High Commissioner's Office	Washington
Dahomey	Embassy	Washington
★ El Salvador	Embassy	Washington
Gabon	Embassy	Washington
★ Guatemala	Embassy	Washington
Guinea	Embassy	Washington
Guyana	Embassy	Washington
★ Iceland	Embassy	Washington
Iraq	Embassy	Washington
Ivory Coast	Embassy	Washington
Kuwait	Embassy	Washington
Lesotho	High Commissioner's Office	Washington
★ Luxembourg	Embassy	Washington
★ Malagasy	Embassy	Washington
Mali	Embassy	Washington
Mauritania	Embassy	Washington
Morocco	Embassy	Washington

Country		Residence
Nepal	Embassy	Washington
★ Nicaragua	Embassy	Washington
Niger	Embassy	Washington
★ Panama	Embassy	Washington
Romania	Embassy	Washington
Rwanda	Embassy	Washington
Senegal	Embassy	Washington
Somali Republic	Embassy	New York
Sudan	Embassy	New York
Swaziland	High Commissioner's Office	Washington
Togo	Embassy	Washington
Tunisia	Embassy	New York
Uganda	High Commissioner's Office	New York
Upper Volta	Embassy	Washington

### 3. Countries having Consulates but no Resident Diplomatic Missions

Eastern Caribbean Commission  
 Honduras  
 Liberia  
 Monaco  
 Philippines  
 San Marino



## APPENDIX V

### INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER

#### Commonwealth

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Agricultural Bureau Executive Council  
Commonwealth Air Transport Council  
Commonwealth Committee on Mineral Processing  
Commonwealth Committee on Mineral Resources and Geology  
Commonwealth Defence Science Organization  
Commonwealth Economic Consultative Council  
Commonwealth Education Liaison Committee  
Commonwealth Forestry Conference and the  
Standing Committee on Commonwealth Forestry  
Commonwealth Foundation<sup>(1)</sup>  
Commonwealth Parliamentary Association  
Commonwealth Scientific Committee  
Commonwealth Telecommunications Organization  
Commonwealth War Graves Commission

#### Eighteen-Nation Disarmament Committee

#### La Francophonie

l'Association Internationale des Parlementaires de  
Langue Française

#### North Atlantic Treaty Organization

North Atlantic Council

#### United Nations<sup>(2)</sup>

#### Councils and Selected Organs of the General Assembly

Board of Trustees of United Nations Institute for Training  
and Research  
Executive Committee of the High Commissioner for Refugees  
International Law Commission  
Scientific Advisory Committee  
Scientific Committee on the Effects of Atomic Radiation  
United Nations Committee on Housing, Building and Planning  
United Nations Commission for Social Development  
United Nations Conference on Trade and Development (UNCTAD)  
Trade and Development Board

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(1) A semi-autonomous organization financially supported by Commonwealth governments.

(2) A more comprehensive list of United Nations bodies of which Canada is a member is available in Canada and the United Nations 1966.

United Nations Disarmament Commission  
United Nations Committee on the Peaceful Uses of Outer Space  
United Nations Industrial Development Organization (UNIDO)  
United Nations Security Council  
United Nations Special Committee on Peacekeeping Operations

Specialized Agencies and Other Agencies<sup>(3)</sup>

Asian Development Bank  
Food and Agriculture Organization  
Inter-governmental Maritime Consultative Organization  
International Atomic Energy Agency  
International Bank for Reconstruction and Development  
International Civil Aviation Organization  
International Labour Organization  
International Monetary Fund  
International Telecommunication Union  
United Nations Educational, Scientific and Cultural Organization  
Universal Postal Union  
World Health Organization  
World Meteorological Organization

Other Selected United Nations Bodies

Economic Commission for Latin America  
Executive Board of the United Nations Children's Fund (UNICEF)  
Governing Council of the United Nations Development Programme  
United Nations-FAO World Food Programme  
Commission on Narcotic Drugs  
Statistical Commission

Canada-Belgium

Canada-Belgium Joint Cultural Commission

Canada-Britain

Anglo-Canadian Ministerial Committee on Trade and  
Economic Affairs  
Canada-United Kingdom Continuing Committee on Trade and  
Economic Affairs

Canada-France

Canada-France Joint Cultural Commission  
Canada-France Joint Economic Committee  
Canada-France Parliamentary Association

Canada-Japan

Canada-Japan Ministerial Committee

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(3) During 1968 Canada was elected to the Executive Board of UNESCO and thus is now a member of the executive boards of all these Agencies.

## Canada-Mexico

Canada-Mexico Joint Committee

## Canada-Tunisia

Canada-Tunisia Joint Committee

## Canada-United States

Canada-United States Committee on Joint Defence (Ministerial)  
Canada-United States Inter-Parliamentary Group  
Canada-United States Joint Civil Emergency Planning Committee  
Canada-United States Lake Ontario Claims Tribunal  
Great Lakes Fishery Commission  
International Boundary Commission  
International Joint Commission  
International Pacific Halibut Commission  
International Pacific Salmon Fisheries Commission  
Joint United States-Canadian Committee on Trade and  
Economic Affairs (Ministerial)  
Permanent Joint Board on Defence  
Roosevelt-Campobello International Park Commission  
Senior Policy Committee on the Canada-United States Defence  
Production and Development Sharing Programme

## Canada-West Indies

Standing Commonwealth Caribbean-Canada Trade and Economic  
Committee

## Colombo Plan

Consultative Committee on Co-operative Economic Development  
in South and Southeast Asia  
Council for Technical Co-operation in South and Southeast Asia

## Commodities

Cotton Textiles Committee  
International Bureau for the Publication of Customs Tariffs  
International Cocoa Study Group  
International Coffee Agreement  
International Copper Study Group  
International Cotton Advisory Committee  
International Lead and Zinc Study Group  
International Rubber Study Group  
International Sugar Agreement  
International Tin Agreement  
International Tungsten Study Group  
International Grains Arrangement 1967  
International Wool Study Group



## Conservational

International Commission for the Northwest Atlantic Fisheries  
International Council for the Exploration of the Sea  
International North Pacific Fisheries Commission  
International Whaling Commission  
North Pacific Fur Seal Commission

## Contracting Parties to the General Agreement on Tariffs and Trade

## Hague Conference on Private International Law

## Inter-American

Inter-American Radio Office  
Inter-American Statistical Institute  
Pan-American Institute of Geography and History  
Postal Union of the Americas and Spain

## International Criminal Police Organization

## International Exhibitions Bureau

International Institutions for the Unification of Private Law

## Inter-Parliamentary Union

## Organization for Economic Co-operation and Development

Permanent Court of Arbitration

## Scientific

International Bureau of Weights and Measures  
International Hydrographic Bureau  
International Institute of Refrigeration

## Space Telecommunications

Interim Communications Satellite Committee

## Universal Copyright Convention

## APPENDIX VI

### INTERNATIONAL CONFERENCES HELD IN 1968 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial List)

#### A. United Nations Conferences

United Nations Ad Hoc Committee on Sea-bed and Ocean-Floor  
Resources, Rio de Janeiro, August 19-30.

United Nations Commission for Social Development, 19th Session,  
New York, February 5 - March 1.

United Nations Conference on Human Rights, Tehran, April 22-May 13.

United Nations Conference on Narcotics, Beirut, September 24 -  
October 4.

United Nations Conference on the Exploration and Peaceful Uses  
of Outer Space, Vienna, August 14-27.

United Nations Conference on the Law of Treaties, Vienna,  
April 27 - May 26.

United Nations Conference on Trade and Development, 7th Session  
of the Trade and Development Board, Geneva, September 2-20.

United Nations Conference on Trade and Development II, New Delhi,  
January 29 - March 28.

United Nations Development Programme, Governing Council 5th  
Session, New York, January; 6th Session, Vienna, June 11-29.

United Nations Economic Commission for Europe Steel Committee,  
Geneva, October 21-25

United Nations Educational, Scientific and Cultural Organization,  
Conference on Education, Scientific and Technical Training in  
Relation to Development in Africa, Nairobi, July 16-27 (jointly  
with Organization of African Unity).

United Nations Educational, Scientific and Cultural Organization,  
Conference on the Biosphere, Paris, September 4-13.

United Nations Educational, Scientific and Cultural Organization,  
Co-ordinating Council for the International Hydrological Decade,  
Paris, May 6-15.

United Nations Educational, Scientific and Cultural Organization,  
15th Conference, Paris, October 15 - November 20.

United Nations Educational, Scientific and Cultural Organization,  
Hydromatic Network Design Committee, Paris, December 2-6.

United Nations Educational, Scientific and Cultural Organization,  
Intergovernmental Oceanography Commission, 8th meeting of Bureau,  
London, June 10-13.

United Nations Educational, Scientific and Cultural Organization,  
Intergovernmental Oceanography Commission, Working Group on  
Oceanographic Data Exchange, Paris, September 23 - 26.

United Nations Educational, Scientific and Cultural Organization,  
International Conference on Educational Planning, Paris, August  
6-14.

United Nations Educational, Scientific and Cultural Organization,  
International Conference on Public Education (jointly with  
International Bureau of Education), 31st Session, Geneva, July 1-10.

United Nations Educational, Scientific and Cultural Organization,  
Working Group on World Water Balance, Paris, March 19-22.

United Nations Food and Agriculture Organization, Conference on  
Fishing Ports and Port Markets, Bremen, September 23-28.

United Nations Food and Agriculture Organization, Second Mechanical  
Conference on Fishery Research Craft, Seattle, May 18-24.

United Nations General Assembly, Committee on the Peaceful Uses of  
Outer Space, Legal Sub-Committee, Geneva, June 4-28.

United Nations General Assembly, 23rd Session, New York, September 21 -  
December 20.

United Nations Meeting on Maltese Proposal for Internationalization  
of Resources of Sea-bed and Subsoil of the World's Oceans, August 19 -  
September 6.

United Nations Scientific Committee on the Effects of Atomic Radiation,  
New York, April 8-11.

United Nations Seminar on the Elimination of all Forms of Racial  
Discrimination, New Delhi, August 27 - September 9.

United Nations Special Committee on the Question of Defining  
Aggression, Geneva, June 4 - July 5.

United Nations Special Committee on the Study of Principles of  
International Law Concerning Friendly Relations and Co-operation  
Among States, New York, September 9-30.

United Nations Symposium on Development and Utilization of Soil  
Shale Resources, Tallinn, September 2.



## B. Other Conferences

Air Pollution Medical Research Conference, Denver, July 21-25.

Atlantic Policy Advisory Group, Bergen, April 2-5.

Atlantic Policy Advisory Group, 11th Meeting, The Hague,  
October 8-12.

Coastal Engineering Conference (12th), London, September 15-20.

Colombo Plan, Consultative Committee Meeting, Seoul, October 8-25.

Commonwealth Broadcasting Conference (7th), Wellington, February 20 -  
March 8.

Commonwealth Conference on Mathematics in Schools, Port-of-Spain,  
September 2-14.

Commonwealth Education Conference (4th), Lagos, February 26 - March 8.

Commonwealth Finance Ministers' Meeting, London, September 23-26.

Commonwealth Forestry Conference (9th), New Delhi, January 3-27.

Commonwealth Medical Conference (2nd), Kampala, September 2-12.

Commonwealth Scientific Committee (5th), Karachi, November 10-24.

Commonwealth Telecommunications Council, Montreal, August 5-16.

Conference on Non-Nuclear-Weapon States, Geneva, August 29 -  
September 28.

Conference on the Armies of the Americas (8th), Rio de Janeiro,  
September.

Directing Council, Meeting of the Pan-American Institute of  
Geography and History, Mexico City, July 29 - August 11.

European Space Conference, Bonn, November 12-14.

European Nuclear Energy Agency on Uranium and Thorium Resources  
and Production, Paris, October 17-18.

General Agreement on Tariffs and Trade, 25th Session of the  
Contracting Parties, Geneva, November.

General Assembly of the Inter-American Conference on Social  
Security (8th), Panama City, February 12-24.

General Meeting of the Inter-American Centre of Tax Administration,  
Buenos Aires, May 6-10.

Inter-American Conference on Toxicology and Occupational Medicine (6th), Coral Gables (Florida), August 26-29.

International Coal Conference (7th), Prague, June 10-14.

International Commission for the Northwest Atlantic Fisheries, Annual Meeting, London, June 2-8.

International Conference on Polar Bears (2nd), Morges (Switzerland), January 29-31.

International Conference on Social Welfare (14th), Helsinki, August.

International Congress of Administrative Sciences (14th), Dublin, September 2-6.

International Congress on Aviation and Space Medicine, Oslo, August 5-8.

International Congress on Catalysis (4th), Moscow, June 23-29.

International Congress on Home Economics (11th), Bristol, July 22-27.

International Congress on Mental Health (7th), London, August 12-17.

International Congress of Surveyors, London, September 2-12.

International Congress for Virology (1st), Helsinki, July 14-20.

International Council of the Aeronautical Sciences, Munich, September 9-13.

International Council of Scientific Unions, London, May 12-15.

International Council of Scientific Unions, Paris, September 22 - October 4.

International Council of Scientific Unions, Rome, January 11-17.

International Economic Association, Montreal, September.

International Geographical Congress (21st), New Delhi, November 22 - December 8.

International Geological Congress (23rd), Prague, August 19-28.

International Harbours Congress (5th), Antwerp, June 2-8.

International Institute on Civil Rights of French-Language Countries, Tananarive, March 25-30.

International Joint Commission on Water Resources, Niagara Falls (N.Y.), September 17-19.

International Joint Commission on Water Resources, Washington,  
April 11-14.

International Seaweed Symposium, Santiago de Compostela,  
September 9-13.

International Development Association, Washington, September 30 -  
October 4.

International Geographical Union, New Delhi, November 16 - December 8.

International Symposium on Methods of Studies of Productivity of  
Root-systems, Moscow, August 28 - September 12.

International Symposium on the Reactivity of Solids (6th),  
Schenectady (N.Y.), August 25-30.

International Symposium on Soil Organic Matter, Vienna, July 15-19.

International Whaling Commission, 20th Annual Meeting, Tokyo,  
June 16 - July 4.

International Union of Family Organization, General Council Meeting  
and Study Sessions, Vienna, July 8-13.

International Union of Geological Sciences, Antwerp, January 7-9.

Latin-American Iron and Steel-Making Congress (8th), Lima,  
September 14-21.

North American Conference on Labour Statistics, Richmond (Virginia),  
June 16-17.

North Atlantic Treaty Organization, Ministerial Conference, Brussels,  
November 14-16.

North Atlantic Treaty Organization, Ministerial Conference, Reykjavik,  
June 24-25.

North Atlantic Treaty Organization, Nuclear Planning Group, The Hague,  
April 18-19.

Meeting of Governors of the Central Banks of the American Continent  
(5th), Alta Gracia (Argentina), May.

Meeting of the Directing Council of the Pan-American Health Organiza-  
tion, Buenos Aires, October 14-26.

Meeting of the Inter-American Council in Maracay (Venezuela) (5th),  
February 15-22.

Meeting of the Inter-American Tropical Tuna Commission (20th),  
Panama City, April 2-3.



Organization for Economic Co-operation and Development, Advisory Group on Materials Research, Paris, May 25-30.

Organization for Economic Co-operation and Development, Annual Ministerial Meeting of Agricultural Committee, Paris, November 28-29.

Organization for Economic Co-operation and Development, Committee on Scientific and Technical Personnel: Meeting of Experts on Educational Management Techniques, Paris, April 3-5.

Organization for Economic Co-operation and Development, Conference of Directors of Agricultural Advisory Services, Paris, September 21-27.

Organization for Economic Co-operation and Development, Meeting of Experts on Consumer Affairs, Paris, March 31 - April 3.

Organization for Economic Co-operation and Development, Third Ministerial Meeting on Science, Paris, March 11-12.

Pan-American Child Congress, Quito, June.

Refraction in Geodesy and Electronic Distance Measurement, University of South Wales, November 5-8.

Session of the International Lead and Zinc Study Group (12th), Geneva, November 13-22.

Session of the Legal Sub-Committee of the United Nations on Outer Space (7th), Geneva, June 4-28.

Third World Conference on General Practice in Medicine, New Delhi, November 24-28.

Union of Geological Sciences, Copenhagen, May 10-12.

Utilization of Natural Gas Conference, Eastbourne (England), September 24-27.

World Medical Association, Sydney, August 4-10.

World Power Conference (7th), Moscow, August 20-24.

## APPENDIX VII

### INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1968

#### 1. Bilateral Agreements

##### Austria

Exchange of Notes between the Government of Canada and the Austrian Federal Government concerning the Commonwealth War Cemetery at Klagenfurt, Corinthia. Vienna February 28, 1968. Entered into force February 28, 1968.

##### Asian Development Bank

Contribution Agreement between the Asian Development Bank and the Government of Canada covering the use of Canadian Special Funds Resources. Signed in Manila December 23, 1968. Entered into force December 23, 1968.

##### Barbados

Agreement between the Government of Canada and the Government of Barbados relating to the Canada Pension Plan. Signed at Ottawa July 4, 1968. Entered into force July 4, 1968. To be effective from May 1, 1967.

##### Bulgaria

Protocol to extend for a period of three years the Trade Agreement between Canada and the People's Republic of Bulgaria signed at Ottawa on October 8, 1963. Signed at Ottawa April 26, 1967. Entered into force provisionally April 26, 1967. Instruments of Ratification exchanged at Ottawa July 11, 1968. Entered into force definitively July 11, 1968.

##### Belgium

Cultural Agreement between the Government of Canada and the Government of the Kingdom of Belgium. Signed at Ottawa May 8, 1967. Instruments of Ratification exchanged at Brussels February 5, 1968. Entered into force February 5, 1968.

Agreement between the Government of Canada and the Government of the Kingdom of Belgium relating to the Canada Pension Plan. Ottawa April 2, 1968. Entered into force April 2, 1968.

Supplementary Extradition Agreement between Canada and Belgium. Signed at Ottawa December 21, 1966. Instruments of Ratification exchanged at Brussels December 12, 1968. Entered into force January 12, 1969.

## Brazil

Exchange of Notes between the Government of Canada and the Government of Brazil concerning scientific relations between the two countries. Ottawa August 29, 1968. Entered into force August 29, 1968.

## Hungary

Protocol to renew for a period of three years the Trade Agreement between Canada and the Hungarian People's Republic concluded at Ottawa June 11, 1964. Signed at Budapest August 9, 1968. Entered into force provisionally August 9, 1968.

## India

Exchange of Notes between Canada and India concerning the entry to Canada for permanent residence of citizens of India. Ottawa January 26, 1951. Entered into force January 26, 1951. Terminated December 14, 1968.

## Mexico

Exchange of Notes between the Government of Canada and the Government of Mexico concerning the formation of a Joint Canada-Mexico Committee to consider matters of common interest to the two countries. Signed in Mexico D.F. November 22, 1968. Entered into force November 22, 1968.

## Netherlands

Agreement between Canada and the Netherlands for air services between the two countries. Signed at Ottawa June 2, 1948. Effective June 2, 1948. Notice of termination given by the Netherlands January 8, 1968.

## New Zealand

Agreement between Canada and New Zealand relating to air transport. Signed at Wellington August 16, 1950. Entered into force August 16, 1950. Notice of termination given by New Zealand May 22, 1968.

## Norway

Exchange of Notes between the Government of Canada and the Government of Norway concerning the scheme of joint inspection of sealing on the "front" area, Newfoundland. Oslo April 2 and 26, 1968. Entered into force April 26, 1968. To be effective from March 22, 1968.

## Pakistan

Exchange of Notes between Canada and Pakistan regarding the entry to Canada for permanent residence of citizens of Pakistan. Karachi October 23, 1951. Entered into force October 23, 1951. Terminated December 20, 1968.



## Panama

Air Transport Agreement between the Government of Canada and the Government of the Republic of Panama. Panama May 7, 1968. Entered into force provisionally May 7, 1968.

## Republic of South Africa

Agreement between the Government of Canada and the Government of the Republic of South Africa relating to the Canada Pension Plan. Ottawa November 21, 1968. Entered into force November 21, 1968. To be effective from January 1, 1966.

## Romania

Trade Agreement between Canada and the Socialist Republic of Romania. Signed at Montreal March 22, 1968. Entered into force provisionally March 22, 1968.

## Sweden

Exchange of Notes between the Government of Canada and the Government of Sweden relating to the Canada Pension Plan. Ottawa, June 26 and August 21, 1968. Entered into force August 21, 1968. To be effective from January 1, 1968.

## United Kingdom

Exchange of Notes between the Government of Canada and the Government of the United Kingdom and Northern Ireland for the establishment of minimum prices for cereals imported into the United Kingdom from Canada. London April 15, 1964. Entered into force April 15, 1964. Terminated December 15, 1968.

## United States of America

Exchange of Notes to extend for a period of five years the Agreement between the Government of Canada and the Government of the United States of America concerning the organization and operation of the North American Air Defence Command signed at Washington, D.C. May 12, 1958. Washington, D.C. March 30, 1968. Entered into force March 30, 1968.

Exchange of Notes between the Government of Canada and the Government of the United States of America amending the agreement of April 13, 1967, concerning the co-ordination of pilotage services on the Great Lakes and the St. Lawrence Seaway (with a memorandum of arrangements). Washington, D.C. April 26, 1968. Entered into force April 26, 1968.

Exchange of Notes between the Government of Canada and the Government of the United States of America extending for a period of three years from July 1, 1968, the Agreement of June 29, 1965, concerning the operation in Canada of mobile seismic observatories (Project "VELA UNIFORM"). Signed in Ottawa June 26 and 27, 1968. Entered into force June 27, 1968.

## Venezuela

Exchange of Notes between the Government of Canada and the Government of Venezuela extending to October 14, 1969, the Commercial Modus Vivendi between the two countries of October 11, 1950. Caracas October 29, 1968. With effect from October 14, 1968.

Reciprocal amateur radio operating Agreement between the Government of Canada and the Government of Venezuela. Signed at Caracas October 29, 1968. Entered into force November 13, 1968.

### 2. Multilateral

Statute of the International Institute for the Unification of Private Law (as amended). Done at Rome March 15, 1940. Canada's Instrument of Accession deposited March 2, 1968. Entered into force for Canada March 2, 1968.

Convention between the United States of America and the Republic of Costa Rica for the establishment of an Inter-American Tropical Tuna Commission. Done at Washington, D.C. May 31, 1949. Canada's Instrument of Adhesion deposited October 31, 1967. Entered into force for Canada April 1, 1968.

Statute of the Hague Conference on Private International Law. Done at The Hague October 31, 1951. Canada's Instrument of Adhesion deposited October 7, 1968. Entered into force for Canada October 7, 1968.

Convention for the International Council for the exploration of the sea. Done at Copenhagen September 12, 1964. Canada's Instrument of Accession deposited July 22, 1968. Entered into force July 22, 1968.

International Convention for the conservation of Atlantic tuna. Done at Rio de Janeiro May 14, 1966. Canada's Instrument of Adhesion deposited at Rome August 20, 1968.

Convention of the Postal Union of the Americas and Spain. Signed by Canada July 16, 1966. Canadian Instrument of Ratification deposited January 4, 1968.

Amendments to Chapter II of the International Convention for the Safety of Life at Sea 1960. Done at London November 30, 1966. Canada's Instrument of Acceptance deposited April 23, 1968.

Amendments to Articles 24 and 25 of the Constitution of the World Health Organization adopted at the twentieth session of the World Health Assembly. Done at Geneva May 28, 1967. Canada's Instrument of Acceptance deposited April 28, 1968.

Food Aid Convention. Done at Washington, D.C. October 15, 1967. Signed by Canada November 2, 1967. Canadian Instrument of Ratification deposited May 14, 1968. Entered into force July 1, 1968.

Wheat Trade Convention. Done at Washington, D.C. October 15, 1967. Signed by Canada November 2, 1967. Canada's Instrument of Ratification deposited May 14, 1968. Entered into force July 1, 1968.

Third Procès-Verbal extending the Declaration on the provisional accession of the United Arab Republic to the General Agreement on Tariffs and Trade. Done at Geneva November 14, 1967. Signed by Canada January 16, 1968.

Fourth Procès-Verbal extending the Declaration on the provisional accession of Tunisia to the General Agreement on Tariffs and Trade. Done at Geneva November 14, 1967. Signed by Canada January 16, 1968.

Protocol to amend the International Convention for the unification of certain rules of law relating to bills of lading signed at Brussels on August 25, 1924. Done at Brussels February 23, 1968. Signed by Canada February 23, 1968.

International Coffee Agreement, 1968. Done at the United Nations March 8, 1968. Signed by Canada March 29, 1968. Canada's Instrument of Ratification deposited August 21, 1968. Entered into force definitively December 30, 1968.

Agreement on the Rescue of Astronauts, the Return of Astronauts and the Return of Objects Launched into Outer Space. Done at London, Moscow, Washington, D.C. April 22, 1968. Signed by Canada at London, Moscow, Washington April 25, 1968.(1)

Protocol on the authentication of trilingual texts of the Convention on International Civil Aviation (Chicago, 1944). Done at Buenos Aires September 24, 1968. Signed by Canada September 24, 1968.

Tarbela Development Fund Agreement, 1968. Done at Washington, D.C. May 2, 1968. Signed by Canada May 2, 1968. Entered into force May 2, 1968.

Treaty on the Non-proliferation of Nuclear Weapons. Done at London, Moscow and Washington July 1, 1968. Signed by Canada at London, Moscow and Washington, D.C. July 23 and 27, 1968.(1)

International Sugar Agreement of 1968. Done at New York (United Nations) October 24, 1968. Signed by Canada December 19, 1968. Canada's Instrument of Ratification deposited December 23, 1968.

Agreement concerning the Administrative Arrangements for the Prek Thnot (Cambodia) Power and Irrigation Development Project. Done at New York (United Nations) November 13, 1968. Signed by Canada November 13, 1968. Entered into force November 13, 1968.

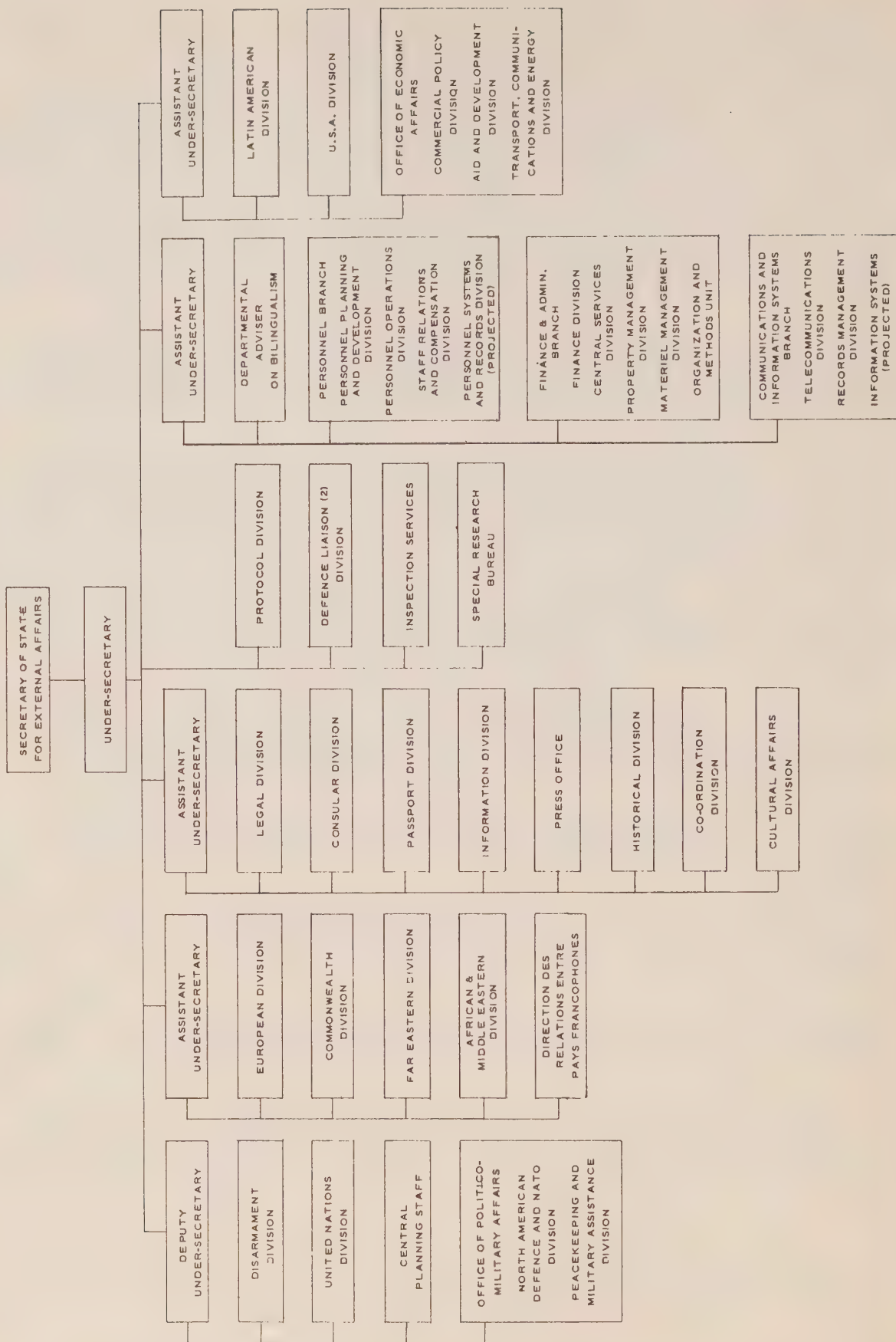
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(1) Signed subject to ratification



# DEPARTMENT OF EXTERNAL AFFAIRS HEADQUARTERS ORGANIZATION

## APPENDIX VIII









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1969  
ANNUAL REPORT  
DEPARTMENT OF  
EXTERNAL  
AFFAIRS







*Report of the Department of*

*EXTERNAL AFFAIRS*

*1969*





The Honourable Mitchell Sharp,  
Secretary of State for External Affairs

I have the honor to submit the annual report of the Department of External Affairs. In accordance with the provisions of the Department of External Affairs Act, it covers the activities of the Department during the calendar year 1969.

A handwritten signature in dark ink, appearing to read "L. E. Ritchie". The signature is fluid and cursive, with a large initial "L" and "E".

Under-Secretary of State  
for External Affairs

Ottawa, March 1970

## P R E F A C E

The year 1969 has been marred by conflict and tragedy in the world around us. At home, Canada's role in international affairs has been subjected to intense questioning, systematically in the continuing review being carried on through the Department of External Affairs and, more generally, by concerned Canadians interested in one or another specific situation or in the whole question of the part Canada should play in the international scene. The Government's review of foreign policy is nearing completion and a White Paper will be tabled in Parliament in the spring of 1970.

Some results of the review process have already had a bearing on our external policies. The decision, announced on April 3 by the Prime Minister, to continue as a full member of the NATO alliance while reducing our forces stationed in Europe arose from the special study of Canada's relations with Europe and the complementary study of defence policy. Both studies were carried out by interdepartmental study groups under the chairmanship of the department principally concerned.

The NATO decision reflects the geographical dimension of the review. The decision to stay in the alliance indicates that as our external policy develops we are not reducing the importance of our traditional ties with Europe; the decision to reduce our forces in Europe indicates at once Canada's view that the European members of NATO can now accept more responsibility for their own defence and the changes taking place in Canada's outlook upon the world. Our traditional ties with Europe and the United States have not been weakened; at the same time, we are coming to accept more fully our responsibilities as a nation on the Pacific Rim, our responsibilities in the Arctic archipelago and its waters, our responsibilities toward the nations of Latin America and our responsibilities, as a senior member of the community of French-speaking nations, toward the newer *francophone* countries of Africa and Asia. In the geographical dimension, the year 1969 has seen not so much a change of position as an enlargement of view, a necessary reorientation to meet the realities of Canada's position in the new world that has come into being since the end of the Second World War.

The foreign policy review has also a conceptual dimension. During the year, the Department of External Affairs has been working toward a redefinition of the principles and objectives of our foreign policy and toward a better understanding of how foreign policy relates to national policy in the broadest sense and to domestic policy in particular.

In the year under review, the Government's policy of fiscal restraint required the Department to cut back on the planned expansion of our activities abroad and to carry out a program of redeployment of personnel. This involved a decision to close resident missions in Berlin, Vientiane, Phnom Penh, Nicosia, Montevideo, Quito and Santo Domingo. This action was taken with great regret and after careful study. In every case, adequate steps have been taken to ensure that Canada's trade and other interests will be looked after through other nearby posts.



At the same time, in accordance with decisions of the Government, the Department has proceeded to establish diplomatic posts at the Vatican and at Abidjan in the Ivory Coast. At its headquarters in Ottawa, two new units have been formed to increase the efficiency and responsiveness of the Department and to aid in the decision-making process. These are the Policy Analysis Group and the Operations Centre.

The function of the Policy Analysis Group is to assist in the development and analysis of major foreign policy alternatives. The setting up of the Group is in keeping with the emphasis being given to "objective analysis" in the formulation of new policies. It will assist the Department in developing and applying new techniques of forecasting and future-oriented policy research. In addition, the Group is expected to establish links with non-governmental institutes, learned societies and universities engaged in related fields of research.

The Operations Centre is a special co-ordination unit designed to assist the Department in fulfilling its responsibilities quickly and effectively both in normal times and in periods of international tension or crises involving Canadian interests. Accommodation and other facilities are provided for special task forces and briefings.

Some time will be required to assess the value of these new units and it is likely that changes will be made in their makeup and functions as experience is accumulated. Early experience, in the year under review, suggests that these units will assist the Department considerably in fulfilling its policy advisory role and enable it to react more quickly and effectively, especially in critical situations.

The year has been an active one for the Department. There have been many frustrations but also some satisfactions. During the year, I have travelled extensively in the Nordic countries, the Middle East, Japan and the United States. These travels have brought home to me that Canada is widely respected as a peace-loving and a peace-seeking nation, a nation whose advice is sought. In particular, I have been very impressed by the high regard in which the Department's officers serving abroad are held by their host governments and by their professional colleagues of other foreign services.

A handwritten signature in dark ink, reading "Mitchell Sharp". The signature is written in a cursive, flowing style with a large, prominent 'M' and 'S'.

Secretary of State  
for External Affairs.

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## REPRESENTATION IN INTERNATIONAL ORGANIZATIONS

## United Nations

The twenty-fourth session of the United Nations General Assembly was an undramatic but constructive one, demonstrating the increased emphasis that the members have come to place on questions of economic and social development and international security. While the twenty-fourth session was sensitive to world tensions, its most notable work was in areas beyond the immediate and volatile issues of the situations in the Middle East, Vietnam and Nigeria. The organization took significant steps in the area of arms control, international development, and reform within its own structures. Canada was a vigorous participant in all these areas.

One achievement of the General Assembly, in the field of arms control, was the passage of a Canadian-sponsored resolution for the international exchange of seismic data, intended to be a step towards a comprehensive nuclear test ban. Another Canadian initiative, concerned with chemical and biological warfare, facilitated urgent discussion on these questions now being taken up by the Committee of the Conference on Disarmament in Geneva.

Economic development and a deep concern with the human environment dominated the agenda of the economic committee of the Assembly. A Canadian initiative for improving the Second Committee's work, launched at the 1968 session, bore results this year in the enhanced volume and quality of the Committee's efforts in these fields. Preparations for the Second Development Decade accelerated without any of the rancor between developing and developed countries that had characterized some previous discussions of the subject. A Canadian initiative to mobilize public opinion for the Second Development Decade received strong endorsement from the General Assembly.

Preparation for the important 1972 Stockholm Conference on the human environment was advanced by the establishment of a 27-member preparatory committee, to which Canada was elected.

Discussion of questions of colonialism was highlighted by the General Assembly's endorsement of the "Lusaka Manifesto", as well as resolutions concerned with Portuguese African territories and political prisoners in South Africa. Canada voted for a resolution reaffirming the Namibian people's right to self-determination.

Though the Middle East situation received serious attention by the General Assembly during the debate on UNRWA in the Special Political Committee, it did not, as in the past, overshadow other discussions.

Important Canadian initiatives were taken in implementing the call of the Secretary of State for External Affairs in his statement in the

general debate to improve the organization and work of the United Nations. To stem the "sea of words" that is often an obstacle to constructive work by the organization, the Canadian delegation introduced two draft resolutions: one was intended to rationalize the system of documentation in the United Nations system, while the other dealt with United Nations conferences. Both resolutions were adopted unanimously. Canada played an active part, as well, in negotiations for the expansion of United Nations headquarters facilities in New York, and the initiation of a study on the possibilities of relocating some United Nations units elsewhere. A resolution on these subjects, which Canada had introduced, received strong support from the Assembly.

Unlawful interference with aircraft was a new and important item dealt with by the Sixth Committee. A resolution co-sponsored by Canada urging ratification of the Tokyo Convention on hijacking, domestic legislation to prosecute hijackers, and support for ICAO's work in this field was adopted by the Assembly. A draft convention on special missions sent from one country to another, a topic of constitutional significance to Canada, was reviewed and completed by the Committee.

Considerable progress was made by the Third Committee in the social field, including the redrafting and completion of the Declaration on Social Progress and Development. The problems of youth were discussed, and the General Assembly proposed the establishment of an international volunteer corps for development.

### Security Council

Though Canada's term on the Security Council expired December 31, 1968, the Council's activities were followed closely. During 1969, the Security Council held 64 sessions, bringing the total number of meetings from its inception to over 1,500. Twenty-four meetings were held concerning the Middle East; eight on the Namibia (South West Africa) question; seven on Southern Rhodesia; six on relations between Zambia and Portugal; five on relations between Senegal and Portugal; five on Guinea and Portugal; two on peace-keeping in Cyprus; and two on the membership of "micro-states" in the UN. Debate in the Security Council was clearly dominated by two focal points of world tension -- the Middle East and colonialism and racism in Africa.

The Council heard complaints from Lebanon and Jordan on a number of Israeli actions on their territories. The Council condemned Israeli air attacks on Jordanian and Lebanese border villages and censured Israel for its continued control of Jerusalem. There was no substantive progress in finding a settlement.

In southern Africa, the Security Council called on South Africa to cease its administration of Namibia and subsequently set a time limit -- October 6, 1968 -- on such a withdrawal, a deadline that South Africa failed to meet. An initiative by Algeria, Nepal, Portugal, Senegal and Zambia on the Rhodesian question, calling on all states to sever relations with "Southern Rhodesia" failed by a vote of eight in favor to none against, with seven abstentions. The Council also reviewed its sanctions against Rhodesia and condemned countries not co-operating in these measures.



A good deal of attention was given to the continued Portuguese presence in Africa. Senegal, Guinea and Zambia brought complaints on separate occasions to the Council charging Portuguese aggression against their territories, and the Council subsequently condemned Portuguese actions -- in the case of Zambia, by a vote of 11 in favor to none against, with four abstentions, and in the case of Senegal by a vote of 13-0-2.

Spanish and Russian were adopted as working languages of the Security Council, a development that reflected a decision taken by the General Assembly in 1968.

Though the situation in Northern Ireland was brought to the Council's attention, it took no action on the subject.

The Council considered amendments to the statute of the International Court of Justice and decided that states party to this statute but not members of the UN could participate in the amendments of the ICJ statute by the General Assembly.

The Council, at the initiative of the United States, also established a committee to study the question of "micro-state" membership in the UN. Discussion on this subject has revolved round the conflicting objects of universality of membership and of the ability of member states to fulfill UN membership obligations.

The Council dealt with a number of other matters. It decided to maintain the peacekeeping force in Cyprus, expressed its gratitude to those countries (among which Canada is prominent) that participate in UNFICYP, and called on other countries to help meet the expenses of the force. The desire for rule by consensus persists in the Council, and this year the veto was not used. With some exceptions, decisions were taken through unanimity, and even in cases of disagreement the permanent members registered protest by abstaining rather than by exercising the veto.

### Peace-keeping

The 1968 session of the General Assembly had requested the Special Committee of 33 on Peacekeeping Operations to continue its work on the preparation of a comprehensive report on UN military observers established or authorized by the Security Council.

During 1969, a small working group of the Special Committee, composed of four great powers (France, Britain, the United States and the Soviet Union) and four middle powers (Canada, Czechoslovakia, Mexico and the U.A.R.), got down to serious work. From March to September, it met on the average twice a week and engaged in detailed discussions of the rules that should govern UN military observer missions. The atmosphere was good throughout and there was a noticeable absence of polemics.

Making use of a Canadian paper which gave a detailed outline for the military observer "model", and other papers submitted by the United States, and by the U.S.S.R. and Czechoslovakia jointly, the working group was able to agree on the text of five of eight chapters of the military observer study. The remaining chapters, dealing with the most

difficult issues -- those relating to establishment, direction and control, financing, and legal arrangements -- remain to be completed when the working group resumes its meetings in 1970. The working group also hopes in due course to begin its study of the second "model", which will deal with UN peacekeeping forces.

At its twenty-fourth session, the General Assembly adopted a resolution asking the Special Committee of 33 to continue its work and to submit to the twenty-fifth session a complete study on UN military observers set up under Security Council authority, as well as a progress report on its work on other "models" for UN peacekeeping operations.

#### Human Rights and Social Questions

In 1969, Canada was active in the field of human rights, especially at the International Conference of the Red Cross held in Istanbul in September.<sup>(1)</sup>

The Third Committee of the United Nations during the twenty-fourth session devoted a major part of its time to elaborating Part II (Objectives) and Part III (Means and Methods) of the Declaration on Social Progress and Development, the Preamble and Part I (Principles) having been adopted at the twenty-third session. The draft declaration as finally adopted will be of considerable importance in the elaboration of the international strategy for the Second Development Decade. It should also be of value to all governments, as it establishes a number of basic principles concerning social progress and different means to attain such development without attempting to set out a general order of priorities. Each government decides in the light of its own circumstances what is most important for its own development and progress.

The Third Committee also debated the problems of youth and its participation in national development. These discussions were related especially to the Second Development Decade, and called for an increased participation of youth in the work of the United Nations. The possibility of creating an international volunteer corps for development was considered, as well as the convening of a youth assembly during the celebrations of the twenty-fifth anniversary of the United Nations.

The item on respect for human rights in armed conflicts was not, because of shortage of time, discussed in the Third Committee. Similarly, the item on the creation of the post of High Commissioner for Human Rights, which continues to lack the support of the socialist countries and the Arab states, was not raised, although it was agreed this question would be given the highest priority at the twenty-fifth session.

Canada's role in the Statistical Commission, the Narcotic Drug Commission and the Commission on Social Development continued to be one of active support. During the year, Canada was elected to the Commission on the Status of Women and will take part in the meeting to be held in Geneva in 1970. Canada continues to be a major contributor to the United Nations Children's Emergency Fund, the United Nations Rehabilitation and Works Agency and the programs of the United Nations High Commissioner for Refugees.

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(1) This item has been dealt with separately on Page 5

In 1969, Canada ratified the 1951 Convention Relating to the Status of Refugees, the 1965 Protocol to the Convention and the 1957 Hague Agreement on Refugee Seamen.

#### The Red Cross Conference, Istanbul

The Government of Canada was represented at the 1969 International Conference of the Red Cross in Istanbul by a delegation headed by M.H. Wershof, Canadian Ambassador to Denmark, assisted by officers of the Department of National Health and Welfare, National Defence and External Affairs. The Canadian Red Cross Society was also represented by a delegation headed by its National President, Brigadier I.S. Johnston, who was supported by members of the Society from across Canada.

During the course of its deliberations, the conference adopted a total of 24 resolutions. The following points were of particular interest for Canada:

A draft resolution of principles was drawn up by the Canadian and Norwegian Governments with a view to documenting a number of particular principles to govern the provision of international relief to civilian populations suffering from disaster situations, regardless of cause. This initiative grew out of concern expressed by the Canadian Secretary of State for External Affairs in his address to the United Nations General Assembly at its twenty-third session in 1968. The initiative at Istanbul followed consultations undertaken by Canadian and Norwegian representatives abroad with a large number of countries. During the course of the deliberations at Istanbul, a consensus developed in favor of the conference adopting a declaration of principles for international humanitarian relief and, on the joint sponsorship of the Canadian and Norwegian Governments, a declaration was adopted calling for acceptance and co-ordination of relief activities as measures of international humanitarian concern to be provided impartially and with the co-operation of all authorities.

The Canadian delegation also promoted the establishment of a working group to study the possibility of drafting a protocol to the Fourth Geneva Convention. Such a protocol would have the effect of extending provisions of that Convention to civilian populations in non-international conflicts, whereas the provisions currently extend only to sovereign states which are parties to the Convention. Considerable interest was expressed by a number of delegations and, following further consultations, it was agreed to present a resolution to the Conference which would have the effect of establishing working groups of international experts to examine the four Geneva Conventions with a view to their possible extension to internal and armed conflicts. This resolution was unanimously adopted by the Conference on the joint sponsorship of the Swiss Federal Government and the Canadian Government, and calls for the early establishment of working groups to draft new instruments.

In order to assist the International Committee of the Red Cross in its assigned task of providing assistance to victims of armed conflicts, the Canadian delegation also co-sponsored a resolution drawing attention to the desirability of making more specific and supplementing the provisions of Article 3, which is common to the four Geneva Conventions. In



company with the Norwegian and Belgian Governments and the Red Cross Societies of France, Italy and Senegal, the Canadian Government sponsored a resolution which asks the International Committee of the Red Cross to devote special attention to the problem of expanding or supplementing the provisions of Article 3 within the framework of the more general studies being undertaken to develop humanitarian law. The Secretary of State for External Affairs subsequently indicated in his remarks at the twenty-fourth session of the United Nations General Assembly that Canada would actively support the work of the International Committee of the Red Cross in regard to the resolutions adopted by the conference at Istanbul and that the Government would take an active part in giving concrete application to the decisions reached by the conference.

### Twenty-fifth Anniversary

"Peace, Justice and Progress" will be the theme of this year's celebrations to mark the twenty-fifth anniversary of the United Nations. A number of activities have been planned, including a commemorative session of the General Assembly, a world congress of youth and the preparation by the Secretary-General of a publication containing the texts of resolutions adopted by the General Assembly, the Security Council and the Economic and Social Council since they were established. All member states, Specialized Agencies and non-governmental organizations were invited by the General Assembly to arrange a number of special events to mark the occasion. The Assembly has created a committee of 25 members, including Canada, to organize and co-ordinate these activities.

### Human Environment

By deciding to convene a Conference on Human Environment, to be held in 1972, the United Nations General Assembly formally directed its attention to a new area of universal concern -- the problems of human environment that effect man's physical, mental and social well-being. It was recognized that, while modern industrial and technological developments offered unprecedented opportunities to change and shape the environment of man to meet his needs and aspirations, they involved grave dangers if not properly controlled -- such as the growing problems of water and air pollution.

Reflecting Canadian concern and experience with these problems, the Canadian delegation to the twenty-fourth session stressed Canada's interest in the conference. Canada was elected to be a member of the preparatory committee.

The Canadian statement on the question of human environment was an exposition of a pragmatic approach towards the actual problems that had to be faced in preparations for the conference. It also suggested a number of possible approaches that the conference could take in discussing environmental questions.

### Southern African Questions and Colonialism

The United Nations has seen its membership greatly expanded with the admission of states granted independence in the postwar period, when governments with colonial possessions gave effect to the principles of

self-determination enunciated in the Charter. However, the hard-core and seemingly intractable problems of entrenched white minority rule in southern Africa remain unresolved, and these, with related colonial questions, continued to be a significant preoccupation of the United Nations in 1969.

The developing countries, particularly the African members, have sought to have the United Nations take punitive action against South Africa because of its *apartheid* policies and its maintenance of control over Namibia (South West Africa) in the face of the General Assembly's termination of its mandate over the territory in 1966. These efforts led to two resolutions on *apartheid* in the General Assembly. One, sponsored by 46 primarily Afro-Asian countries, which Canada supported, condemned the South African Government for its repression of the people of South Africa and called for the instant release of political prisoners. Another resolution, which was not supported by Canada because of the extreme and unrealistic nature of some of its provisions, called on all states and organizations to supply assistance to the liberation movements in South Africa and to apply sanctions against that country.

The Security Council, of which Canada was not a member in 1969, condemned Portugal for violations of the territorial frontiers of other states, about which three complaints had been brought to the Council's attention.

A resolution sponsored by 12 Afro-Asian states, expressing their concern with colonial issues, was adopted by the General Assembly. The resolution declared that the continuation of colonial rule constituted a threat to international peace and security; reaffirmed the legitimacy of the struggle of colonial peoples for self-determination and called on all governments to declare the recruiting, financing and training of mercenaries to be criminal acts. It requested all states and Specialized Agencies to withhold assistance of any kind from the Governments of Portugal, South Africa and Rhodesia. It also called for the dismantling of military bases in dependent territories, the recognition of the right of self-determination of small states and the access of visiting missions to the colonial territories. Canada abstained on this resolution, as it had in the past, because of a number of provisions or concepts which the Canadian delegation considered unrealistic or inaccurate.

By and large, the questions were pursued with less of the longwinded and inflammatory rhetoric that had been so characteristic of discussion in previous sessions.

#### Financial Situation of the Organization

The Secretary-General indicated, in the introduction to his annual report for 1969, that the organization's financial situation remained precarious. By June 30, 1969, current liabilities of the organization exceeded current assets to the extent that, taking into account funds advanced from the Working Capital Fund and the UN Special Account, there was a cumulative shortfall of \$59.6 million (U.S.). Unliquidated obligations on that date totalled \$13.3 million (U.S.). At that time unpaid



assessed contributions to the regular budget totalled some \$130 million (U.S.), with some \$26.7 million of this amount attributable to the position taken by certain members of not paying for parts of the regular budget assessment which they consider illegally included in the budget. The balance represented delayed payments by members of which it was estimated that \$22.3 would remain unpaid at the end of 1969. These figures do not include, as the Secretary-General pointed out, the financial situation in respect of the special accounts for the UN Emergency Force and the UN operation in the Congo, which also are matters of serious concern. As of June 30, 1969, unpaid assessments to these accounts, which the Secretary-General considers as virtually uncollectable, totalled \$132.7 million (U.S.). Furthermore, some \$30 million was owed to governments, including Canada, which provided contingents and logistical support to the two peacekeeping forces. The financial situation in respect of the peacekeeping force in Cyprus is also a matter for serious concern. It was estimated that the deficit in that account by mid-December would be approximately \$10.8 million.

### Economic Development

The main item in the field of economic development was the discussion of the Second Development Decade, due to start in 1971. The Preparatory Committee established in 1968 was unable to present a preliminary draft of an international development strategy for consideration. It did, however, agree on the general form the strategy was to take and thus provided a basis for debate. The main Canadian concern was the necessity of mobilizing world public opinion to create an understanding of the efforts required to further development efforts generally. As a result of an initiative by the Canadian delegation, a resolution on this subject was adopted by the twenty-fourth General Assembly without a dissenting vote.

During the general debate in the Second Committee, which was restricted to the Second Development Decade and the report of the Economic and Social Council (ECOSOC), frequent references were made to two reports published during the General Assembly. The first was the report of the Commission on International Development (the Chairman of the Commission, the Right Honorable L.B. Pearson, was invited to address the Committee) and the second was the report of Sir Robert Jackson on the capacity of the United Nations development system. Both reports are expected to have a major impact on development assistance in the future.

The Assembly adopted a number of resolutions on the activities of various bodies of the UN system in the economic field, including approval of the expansion of the Committee on Program and Co-ordination. A preparatory committee for the 1972 UN Conference on Human Environment was set up with Canada as a member. In addition, the Assembly considered the institutional aspects of the development of international tourism. The acceptance of the Canadian proposal put forward in 1968 to reform the procedures of the Second (Economic) Committee contributed significantly to the effective working of that Committee.



## Institutional Improvement and Administrative and Budgetary Questions

The twenty-fourth session of the General Assembly saw a business-like attitude prevail in the Fifth Committee. Political considerations, though always present in the debate, rarely obstructed the fruitful conclusion of the items on the agenda.

During this session, Canada participated in three initiatives in the Fifth Committee flowing from the statement of the Secretary of State for External Affairs in the general debate identifying certain of the institutional problems confronting the organization. The Canadian delegation sponsored a resolution on the pattern of conferences designed to restrict their number and to limit servicing requirements to the essentials. This initiative met with the approval of the Committee and by the General Assembly in plenary session, where it was approved unanimously.

Another Canadian initiative was the co-sponsorship and introduction of a resolution aimed at reducing the excessive volume of documentation in the United Nations family of organizations. This resolution, too, was approved by the Committee without objection, as it was in plenary.

Canada also participated in the drafting and sponsorship of a resolution aimed at ensuring orderly expansion of headquarters accommodation in New York. The resolution, which was introduced in the Committee by the Canadian delegation, authorized the Secretary-General to proceed with the new construction in New York and also made provision for a study of the possibility of relocating certain units of the United Nations elsewhere. This resolution was also accepted by the General Assembly by a large majority.

In all, the acceptance of these and other resolutions by the Fifth Committee and the General Assembly as a whole opened the way for continued efforts towards improving the United Nations machinery both in efficiency and effectiveness.

The first reports of the UN Board of Auditors, of which Canada is a member, were discussed in the Fifth Committee and approved. The Auditor General of Canada was first appointed to the three-member board in 1967 and will be eligible for re-election for another three-year period at the fall 1970 session of the General Assembly.

### Aircraft Hijacking

Thirty United Nations member states including Canada undertook an initiative at the twenty-fourth session of the General Assembly to inscribe on the agenda an item entitled "Forcible Diversion of Civil Aircraft in Flight". After considerable discussion and negotiation in the corridors, a resolution was passed in the General Assembly, supported by 77 countries; two were opposed, while 17 abstained.

The resolution calls on states to take every appropriate measure to ensure that their national legislations provide an adequate framework for effective legal measures against all kinds of unlawful interference with civil aircraft in flight. Specifically, it urges states to ensure that

hijackers are prosecuted. It also urges full support for the efforts of the International Civil Aviation Organization to produce an international convention dealing with aircraft hijacking and invites states to become parties to the 1963 Tokyo Convention on Crimes on Board Aircraft.

### Outer Space

During 1969, the UN Outer Space Committee met in New York and considered the reports of its Legal Sub-Committee, its Scientific and Technical Sub-Committee, and its Working Group on Direct Broadcast Satellites. While the Legal Sub-Committee was unable to agree on an acceptable definition of outer space, some progress was made towards agreement on a Draft Treaty on Registration of Space Objects, and negotiations were continued on a Draft Agreement on Liability for Damage Caused by Objects Launched into Outer Space. The Working Group on Direct Broadcast Satellites reported on the technical feasibility of communication by direct broadcasting from satellites and the current and foreseeable developments in this field, including comparative user costs and other economic considerations. At its twenty-fourth session, the General Assembly adopted a resolution inviting member states to co-operate in further development of satellites for surveying earth resources.

### The Commonwealth

The Commonwealth Division serves both as a functional and an area division. In its functional role, it is responsible for questions affecting the Commonwealth association and Canada's place in it; the preparation for Canadian participation in Commonwealth prime ministers' meetings; and relations with the Commonwealth Secretariat and certain other Commonwealth organizations.<sup>(2)</sup> As an area division, it has responsibility for Canadian bilateral relations with Australia, Barbados, Britain, Ceylon, Guyana, India, Jamaica, Malaysia, New Zealand, Pakistan, Singapore, Trinidad and Tobago, the West Indies Associates States and British dependent territories -- that is, all Commonwealth countries except those in Africa and the Mediterranean, which are dealt with by other area divisions. Because of their geographical proximity to and economic ties with certain major Commonwealth countries, the Commonwealth Division is also responsible for relations with Ireland, Afghanistan, Nepal, Bhutan and Sikkim.

The first and most important single event of the year involving the Commonwealth was the meeting of prime ministers that took place in London from January 7 to 15, 1969. This was the largest meeting of Commonwealth leaders ever held, with 24 of the 28 members being represented by their heads of government -- either prime ministers or presidents, and the other

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(2) A list will be found in Appendix V, P.

four by senior ministers.(3) The London meeting was one of the biggest consultative gatherings of heads of government from all parts of the world since the United Nations Charter was signed in 1945.

In reporting to the House of Commons on his return from the London meeting, the Canadian Prime Minister said:

"This is perhaps the greatest strength of the Commonwealth, this opportunity ... for men of goodwill to discuss one with another the problems which affect them and the 850 million people whom they represent. All the other advantages of the Commonwealth relationship -- the exchanges of people, the trading patterns, the economic assistance and co-operation schemes, the informality of diplomatic representation -- assume their tone from the free and frank dialogue which takes place at the prime ministerial meetings".(4)

Although the prime ministers' meeting was the most important event of the year, the Commonwealth functioned in other forums. The finance ministers held their annual meeting in September, this time in Barbados. Prior to the conference of the World Health Organization in Boston, Commonwealth representatives met to discuss plans for the next Commonwealth medical conference. The fourth meeting of the Commonwealth Telecommunications Council was held in London in April, and there were a number of special or regional meetings, including the African Regional Seminar on Youth organized by the Commonwealth Secretariat in Nairobi in November. Throughout the year, the working party of the Commonwealth Education Liaison Committee continued to work with the Secretariat in preparation for the Fifth Commonwealth Education Conference, which is to take place in Canberra early in 1971.

Commonwealth countries continued to receive a large share of Canada's development assistance through the Colombo Plan, the Special Commonwealth African Assistance Plan (SCAAP) and the Canadian program for Commonwealth Caribbean assistance. Canada's total contribution under the Colombo Plan since its inception 20 years ago exceeds \$1 billion. Canadian allocations

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(3) Member countries are Britain, Canada, Australia, New Zealand, India, Pakistan, Ceylon, Ghana, Malaysia, Nigeria, Cyprus, Sierra Leone, Tanzania, Jamaica, Trinidad and Tobago, Uganda, Kenya, Malawi, Malta, Zambia, the Gambia, Singapore, Guyana, Botswana, Lesotho, Barbados, Mauritius and Swaziland. The Commonwealth also provides appropriate forms of membership for the "mini-states" of Nauru, which is fully independent, and the West Indies Associated States. These special members enjoy, in general, all the advantages of Commonwealth membership other than attendance at prime ministers' meetings.

(4) Hansard, January 20, 1969, P. 4459.



to Commonwealth countries in Africa through the SCAAP amounted to more than \$108 million for the period from 1960 to the end of the fiscal year 1969-70, while approximately \$75 million will have been made available to Commonwealth countries from 1966 to the end of the fiscal year 1969-70. Canada is also an active participant in the Commonwealth Scholarship and Fellowship Plan, contributing \$1.7 million in 1968-69 to finance 300 students from other countries of the Commonwealth for study at Canadian universities during that period. More detailed information on Canadian aid to Commonwealth countries is available in the current annual report of the Canadian International Development Agency.

### Britain

Canada's relations with Britain are extremely varied and complex, covering a wide range of intergovernmental contacts on subjects as diverse as negotiations on air or trade agreements to matters touching on constitutional developments and the exchange of information on consular affairs. These contacts are carried on at all levels of government, as well as on the personal and business levels, in an atmosphere of co-operation that facilitates the exploration of matters of mutual concern, which in turn leads to a better appreciation and understanding of the policies of other governments. Anglo-Canadian relations continued to develop in 1969 and were marked by numerous visits of ministers and officials from both countries. Prior to the opening of the Commonwealth prime ministers' meeting in January, Prime Minister Wilson invited Prime Minister Trudeau for talks both in London and at Chequers. In addition to reviewing bilateral questions, Mr. Wilson and Mr. Trudeau examined other outstanding subjects of mutual interest and concern to their respective governments. In September 1969, the Right Honorable Michael Stewart, the British Secretary of State for Foreign and Commonwealth Affairs, visited Canada for five days as the guest of the Canadian Government. Mr. Stewart and the Secretary of State for External Affairs, Mr. Sharp, had wide-ranging discussions on bilateral relations and also exchanged views on other issues of interest to both countries. During the year, Mr. Gérard Pelletier, the Secretary of State, and Mr. John Turner, the Minister of Justice and Attorney General, visited London on business of direct interest to their departments. Several Canadian provincial ministers and various government officials visited Britain for discussions on subjects of interest to their provinces. The Canada-United Kingdom Continuing Committee, a joint committee of officials, met in October in Ottawa to review world trade and economic developments and to discuss in detail bilateral economic questions. In addition to purely bilateral questions, Canada and Britain are closely associated in an extensive network of multilateral interrelationships connected with the Commonwealth, NATO and the United Nations. In the latter case, bilateral consultations between officials were held on United Nations matters in New York in June.

### Ireland

In 1969, the long-standing friendly relations between Ireland and Canada, based in part on similarities of political and social institutions, the use of a common language, economic ties and the strong historical and traditional links between the peoples of both countries, continued to develop. Irish-Canadian co-operation and consultation at the working

level on various subjects of mutual concern, particularly matters relating to the United Nations, remained close and continued as in the past. During August, Mr. Bryce Mackasey, the Minister of Labour, paid an informal visit to Ireland in conjunction with his attendance at an ILO conference in Geneva. Official discussions on trade and other matters were held during the visits of the Irish Minister of Industry and Commerce, Mr. George Colley, to Canada in September. During the summer, several members of the Associate Committee on Bird Hazards to Aircraft visited Ireland for discussions with officials on Irish experience with this problem. In September, a Canadian delegation of officials attended meetings of the International Council for the Exploration of the Sea in Dublin. Following the Irish general election, Dr. Patrick Hillery succeeded the well-known Mr. Frank Aiken as Irish Minister for External Affairs.

### Australia

With Canada's increasing interest in the Pacific area, Canadian relations with Australia, New Zealand and other countries in South and Southeast Asia have taken on added importance. Canada has always enjoyed strong traditional ties with Australia, stemming from, among other things, a common heritage, similarities in political and social institutions and a history of parallel development to nationhood. Relations gained strength in 1969, both nations co-operating in efforts to promote political and economic stability among the countries of the Pacific Asian rim by means of Colombo Plan programs and Commonwealth connections, and through various United Nations agencies. There was a noticeable increase in the growing interchange of information and ideas between officials at all levels on subjects of common interest and concern. The existing close and friendly relations were highlighted during the year by several visits, of which that of the Australian Prime Minister, the Right Honorable John G. Gorton, and Mrs. Gorton to Ottawa in April was of major importance. While in Ottawa, Mr. Gorton and Mrs. Gorton were the guests of Governor-General and Mrs. Michener. Mr. Gorton conferred with Prime Minister Trudeau and other Ministers on a wide range of subjects. Following the Japanese-Canadian ministerial meetings in Tokyo in the spring, the Honorable Jean-Luc Pepin, the Minister of Industry, Trade and Commerce, visited Australia for detailed discussions with Mr. John McEwen, the Deputy Prime Minister of Australia, who is also the Minister of Trade and Industry. Later in the year, an Australian Parliamentary delegation of seven led by the Honorable Peter Nixon, Minister of the Interior, made an extensive tour of Canada observing Canadian development and holding discussions with various federal and provincial leaders and officials. The Premier of West Australia, Mr. David Brand, also made an extended tour of Canada. In the course of the year, several Canadian provincial ministers and officials visited Australia in connection with subjects of direct interest to their governments.

### New Zealand

Canadian relations with New Zealand have traditionally been warm and friendly, bound as both countries are in common historical, cultural and Commonwealth ties. The year 1969 brought about an even greater degree of harmony because of the response of New Zealand to indications of increasing Canadian interest in the Pacific region. This added accent was underlined by the official visit of the Prime Minister of New Zealand,



the Right Honorable Keith Holyoake, and Mrs. Holyoake to Ottawa in September, and the visit of Mr. Jean-Luc Pepin, Canada's Minister of Industry, Trade and Commerce, to New Zealand in May. Both Mr. Holyoake and Mr. Pepin spoke of the importance of Canadian interest in the Pacific and the desirability of regular consultations between their two governments, in order that good Canada-New Zealand relations would not be taken for granted. It was also agreed that the trade agreement between the two countries should be renegotiated, and official discussions began in December with the visit of a New Zealand delegation to Ottawa. Mr. Holyoake's visit to Ottawa preceded by a fortnight the bicentennial celebrations in Gisborne, New Zealand, of Captain James Cook's landing on the North Island. On that occasion, the Canadian High Commissioner presented a totem-pole carved by the distinguished Indian artist Douglas Cranmer of Vancouver. The pole, which was accepted by Prime Minister Holyoake on behalf of the people of New Zealand, was chosen as being characteristic of Canada's Pacific Coast, indicating the relation between Canada and New Zealand as Pacific countries, and linking the explorations of Captain Cook with both countries. Further Canadian recognition of the event was provided by the presence of three destroyers of the Second Canadian Escort Squadron, HMCS *St. Croix* (which carried the totem-pole to Gisborne), *Saskatchewan* and *Qu'Appelle*.

### India

Canadian relations with the countries of the Asian subcontinent -- Ceylon, India and Pakistan -- are the result of a shared history and mutual traditions as parts of the former British Empire and common membership in the Commonwealth. During the 1950s, Canadian relations with India were placed on a firm footing, in part by the close co-operation and friendship between the late Mr. Jawaharlal Nehru, Prime Minister of India, and the Right Honorable Louis St. Laurent, former Prime Minister of Canada, as well by joint involvement in the Colombo Plan. They have been further strengthened by the extensive development assistance allocated by Canada, which totalled \$686 million from 1951 to March 1969. Based on established relations, there is a continuing dialogue between Canadian and Indian leaders and officials on subjects of mutual interest and concern, which, while it does not always lead to a consensus, serves to provide a deeper understanding by each country of the views and policies of the other. During the Commonwealth prime ministers' meeting in London, the Canadian and Indian Prime Ministers had a private discussion on bilateral matters and other issues of interest. In 1969, there were several goodwill visits indicative of India-Canada relations. A six-man Canadian Parliamentary delegation, under the leadership of the Speaker of the House of Commons, the Honorable Lucien Lamoureux, made a ten-day visit to India in January as guests of the Indian Parliament. In September, Mr. Gurdial Singh Dhillon, Speaker of the *Lok Sabha* (the Indian House of Commons), accompanied by officials, attended the Conference of Commonwealth Speakers and Presiding Officers held in Ottawa. Later in the year, Mr. Grant Deachman led a delegation of 14 Canadian Parliamentarians to the fifty-seventh annual Inter-Parliamentary Union Conference in New Delhi.

### Pakistan

Canada's relations with Pakistan, like its relations with India, flow from the Commonwealth association and are closely connected with the assistance



that Canada has allocated to Pakistan, mainly under Colombo Plan auspices, which, up to March 1969, totalled \$299 million. Canadian bilateral aid has the expressed purpose of contributing to Pakistan's efforts to achieve economic and political self-reliance. Canada-Pakistan relations continued on an even plane in 1969 and matters of mutual interest and concern were frankly discussed between officials of the two countries. Following his attendance, as leader of the Pakistani delegation, at the Colombo Plan Consultative Committee meetings in Victoria, British Columbia, Mr. Mahamoud Haroon, Minister of Agriculture and Works, visited Ottawa in November for talks with Canadian Ministers and officials. During 1969, Canada maintained its contribution to the United Nations Military Observer Group for India and Pakistan. In March, General Agha Mohammed Yahya Khan assumed the post of President of Pakistan in succession to Field Marshall Mohammed Ayub Khan.

### Ceylon

Canada's relations with Ceylon have developed over the years principally through mutual association in the Commonwealth, the United Nations and the Colombo Plan. Up to March 1969, Canada had allocated \$51,600,000 in bilateral development assistance to Ceylon under the Colombo Plan. In 1968, Canada imported roughly \$10-million worth of goods from Ceylon, mainly tea, rubber and coconut oil, while selling goods valued at \$1 million, principally light industrial equipment. In 1969, Ceylonese-Canadian relations were highlighted by a visit to Ceylon of an 11-member delegation of Canadian Parliamentarians, led by Mr. Grant Deachman, from November 8 to 12. In addition to courtesy calls on both the Governor General, His Excellency William Gopallawa, and the Prime Minister, Mr. Dudley S. Senanayake, visits were made to Ceylon's historical and archaeological sites. In August, Mr. L.S. Perera, who had been High Commissioner for Ceylon in Canada since 1965, returned to Colombo and was succeeded by Mr. G.S. Peiris.

### Malaysia

Malaysia is one of the countries in the Pacific region in which Canada has demonstrated a significant interest. This was illustrated by the visit of Mr. Jean-Luc Pepin, Minister of Industry, Trade and Commerce, to Malaysia in April 1969. The growth of important Canadian-Malaysian links was based originally on the Commonwealth connection, but other elements now contribute as much or more to relations with Malaysia. Aid and trade are now major factors linking the two countries. Canada is participating in several major capital-aid projects and is maintaining and expanding technical assistance programs in Malaysia. The provision of advisers, teachers and teacher-trainers to Malaysia is a highly visible, generally acceptable and socially important contribution to Malaysia's development. From 1951 to March 1969, Canada's allocation of bilateral aid to Malaysia under the Colombo Plan has been approximately \$22 million. In October, Canada was host to the Colombo Plan Conference which was held in Victoria and marked the twentieth anniversary of the founding of the Plan. Mr. John Hadwen, the Canadian High Commissioner to Malaysia, was Secretary-General of the conference.

Canadian-Malaysian trade has been basically stable over the last five years, the balance of trade being very much in Malaysia's favor. Canada provides a market for Malaysia's primary products of tin, natural rubber, coconut oil, palm oil and forest products. Malaysian purchases from Canada have been highlighted by the sale of Canadian aircraft, but have also included considerable amounts of Canadian asbestos, aluminum, newsprint and wheat. The general outlook for trade between Canada and Malaysia suggests a gradual increase, with the balance continuing to remain in Malaysia's favor.

Another recent areas of co-operation between Canada and Malaysia has been in the field of military training. Following the purchase of Canadian aircraft, Canada has been assisting the Royal Malaysian Air Force through the provision of advisers and pilot-training.

### Singapore

Increased Canadian interest in the Pacific is contributing to closer relations with countries in that area, and Canada's relations with Singapore are no exception to that development. Those relations revolve mainly around commerce and economic assistance, and are reinforced by Commonwealth and United Nations ties. Trade, while not extensive, continues to favor Singapore to the extent of some \$8 million annually. Canada exports newsprint, metals, wheat and industrial goods, receiving crude natural rubber, textiles and pineapples in return. A variety of Canadian products passes through the port of Singapore destined for other countries in the area, notably Malaysia and Indonesia. Canada's development assistance to Singapore has exceeded \$2.5 million, a large part of which has been used in a technical-assistance program to support Singapore students in Canada and Canadian technical experts in the field. Canada's training of Singapore students has been concentrated in engineering, medicine, nautical services and fisheries.

Canada has a High Commissioner in Singapore who is resident in Kuala Lumpur but makes periodic visits to Singapore. In his absence, the office is in charge of an Acting High Commissioner, who is an officer of the Department of Industry, Trade and Commerce. Singapore's Permanent Representative to the United Nations in New York is accredited as High Commissioner to Canada.

### Commonwealth Caribbean

The Commonwealth Caribbean-Canada Conference, which was held in Ottawa in July 1966, established a broad framework of guidelines along which the traditional relations between the two areas could develop. Considerable progress has been made in realizing the recommendations reached at the Conference, and this progress continued in 1969. As an expression of the close relations between Canada and the countries of the Commonwealth Caribbean, there has been a continuing review on matters of mutual interest. In addition to normal consultation at the diplomatic level, the exchange was carried out at several high-level meetings within the region at which Canada was represented and at a number of formal meetings in Ottawa between representatives of the Commonwealth Caribbean in Ottawa and Canadian Government officials to follow up on specific matters discussed at the Conference.

One of the most important developments during 1969 was the decision to establish the Caribbean Regional Development Bank. At the 1966 conference, it was agreed that there was need of a financial institution to help finance enterprises contributing to the development of the smaller islands of the Eastern Caribbean as well as projects that would benefit the whole region. The formal instrument that brought the Bank into existence was signed in Kingston on October 18. Canada has agreed to participate in the Bank as a non-regional member and will contribute to the equity of the Bank and to the Special Fund.

As a demonstration of goodwill, and to underline Canada's close relations with the Commonwealth Caribbean, Governor General Roland Michener and Mrs. Michener paid state visits to the four Commonwealth countries in the Caribbean during February and March 1969. Their tour consisted of visits to Jamaica (February 11-15), Guyana (February 15-21), Barbados (February 21-26) and Trinidad and Tobago (February 26 to March 3). In all four countries, Canada's representative was received with typically Caribbean warmth, friendliness and hospitality.

During the year, Canada also welcomed the achievement of new constitutional status in association with Britain by the former West Indian colony of St. Vincent. Canada was represented at the special "Statehood Day" ceremonies by the Honorable Donald S. MacDonald, President of the Privy Council. As an added gesture of recognition, the Canadian High Commissioner to Trinidad and Tobago was concurrently appointed Canadian Commissioner to St. Vincent. A number of distinguished leaders from the region visited Canada during the year. Among these were the Honorable E.M. Gairy, Premier of Grenada, His Excellency Sir Wilfred R. Jacobs, Governor of Antigua, and the Honorable R.M. Cato, Premier of St. Vincent.



## AREA DIVISIONS

## African and Middle Eastern Division

The responsibilities of the African and Middle Eastern Division embrace the entire continent of Africa and the Middle East, including Iran, Israel and neighboring Arab states and the Arabian Peninsula. Canada maintains diplomatic relations with 46 countries within this area, having resident missions in 15 capitals. Of the countries concerned, 13 have resident missions in Ottawa.

The strengthening of Canada's relations with African and Middle Eastern countries was actively pursued during 1969. The importance which the Canadian Government attaches to developments in the Middle East, especially its concern about the human suffering and threat to world peace generated by the Arab-Israeli conflict, was emphasized by the Secretary of State's visit to the area. The Government's desire to reflect in its foreign policy the dual heritage of Canada found expression in the continued consolidation of links with *francophone* countries of Africa, through the exchange of visits and the broadening of diplomatic contacts. Canadian concern about the consequences of the civil war in Nigeria, and in particular its tragic impact on innocent civilians, continued to play a prominent part in Canada's approach to African problems; the Government pursued through all available channels its efforts to bring about more effective delivery of relief supplies to the victims of the conflict.

Visiting Iran, Israel and the United Arab Republic in November, the Secretary of State for External Affairs had the opportunity both to exchange views on the current situation in the Middle East and to consolidate the amicable bilateral relations of Canada with the governments concerned. The discussions in Tehran confirmed broad similarities of approach by Canada and Iran to various international problems, including those of the Middle East, and underlined the promise Iran holds as a significant trading partner in the future. The Minister's tour further strengthened bilateral ties with Israel, whose right to exist in peace and security in the region the Canadian Government has constantly reaffirmed since the inception of the state. The visit to Cairo was an important attestation to the value Canada attaches to the progressive consolidation of relations with the United Arab Republic, a developing nation with a vital role to play in Middle Eastern and world affairs.

During the year, the tensions consequent upon the Arab-Israeli dispute increased significantly. No substantial progress was made toward an equitable and lasting peace settlement, despite the efforts of the Secretary-General's special representative, Ambassador Gunnar Jarring of Sweden, and the associated four-power talks and exchanges between the U.S.A. and the U.S.S.R. Canada continued to give its full support to these efforts by the United Nations and the major powers to bring about a solution on the basis of Security Council Resolution 242 of November 1967. The Canadian Government was the third-largest financial contributor to the humanitarian work of the United Nations Relief and Works Agency for Palestine Refugees (UNRWA), providing for the 1969-70 fiscal

year \$1.7 million in cash and commodities. Some 20 officers of the Canadian Armed Forces continued to serve, with distinction and under increasingly hazardous conditions, with the United Nations Truce Supervision Organization (UNTSO) in Israel and neighboring Arab countries.

Visits to Canada by two African heads of state figured prominently in the elaboration during the year of Canadian links with the countries of Africa. Both President Hamani Diori of Niger and President Julius Nyerere of the United Republic of Tanzania had extensive consultations with the Prime Minister, the Secretary of State for External Affairs and other Canadian Ministers during their autumn visits.

Other visitors to Ottawa from African states were the Foreign Ministers of Gabon, Dahomey and the Central African Republic, and the Minister of National Education of Gabon. Diplomatic relations were established with Burundi by way of multiple accreditations involving the Canadian Ambassador in Kinshasa and the Burundi Permanent Representative in New York. Diplomatic relations with Swaziland and Mauritius were also established through dual accreditations. Tunisia opened an Embassy in Ottawa. The Canadian Government announced its intention to establish an Embassy in Abidjan, capital of the Ivory Coast.

During 1969, the planned Agence francophone moved closer to reality, with the active support of Canada. A Canadian, Mr. Jean-Marc Leger of Montreal, is acting Executive-Secretary of the Agency. Canada participated in the conference of education ministers of *francophone* countries in Kinshasa, with Premier Louis Robichaud of New Brunswick leading the Canadian delegation. Later in the year, when the conference was continued in Paris, the Secretary of State for Education of the Province of Quebec, Mr. J.M. Morin, headed a Canadian delegation that included representatives from Manitoba, New Brunswick and Ontario.

Established lines of Canadian policy on the problems of southern Africa were reaffirmed as occasion arose. Canada continued to enforce its complete trade embargo against Rhodesia and to advocate that legal independence for that country should not be granted except on the basis of majority rule (NIBMAR). At the Commonwealth prime ministers' meeting in January 1969, as well as at the UN, Canada reiterated its condemnation of the *apartheid* policy of the South African Government, and expressed its concern at the continued refusal of South Africa to accept its international obligations in South West Africa. The Canadian delegation at the UN, voicing the conviction that the people of the Portuguese territories in Africa had an inalienable right to self-determination and independence, voted in favor of a General Assembly resolution condemning Portugal's colonial policies. The delegation also voted in favor of a General Assembly resolution that commended to the attention of all nations the Lusaka Manifesto of the Organization of African Unity on southern Africa. This calls for the acceptance of the ideals of human equality and self-determination, as well as the rejection of any form of racialism, in the liberation of southern Africa.

Throughout 1969, the Canadian Government continued to assist in every way possible with the provision and movement of relief to those in need on both sides in the Nigerian civil war. The Government has



made available through Red Cross channels approximately \$3 million in food and other relief supplies. Particular attention has been paid to means of delivering relief to the rebel area. The Canadian Government has held that the most effective way of doing this on an emergency basis would be by means of well-scheduled daylight flights. The Government raised this issue with both sides towards the end of 1968, and throughout 1969 continued to support efforts to work out an agreement on daylight flights.

On June 5, 1969, an aircraft of the International Committee of the Red Cross was shot down, and the ICRC flights that had been taking place at night were subsequently suspended. Thereafter the ICRC devoted patient effort to working out with both parties an agreement on daylight flights. The Canadian Government supported these ICRC efforts. In July, the Secretary of State for External Affairs announced a Canadian offer to provide inspectors of relief cargoes in order to meet rebel contentions that daylight flights would prejudice their military position. The ICRC and the Nigerian Federal Military Government signed an agreement in Lagos in September allowing daylight relief flights for an initial period of three weeks. The secessionist regime rejected this agreement, demanding a third-party guarantee that would ensure that daylight flights were not used to military advantage by Nigeria. The Governments of Canada and the United States immediately attempted to provide assurances to meet this declared fear of military disadvantage. Included as one element of the assurances was a proposal for Canadian observers to travel on board relief aircraft. The "Biafran" authorities formally rejected them in October.

Canada has also continued to support practical and useful initiatives designed to encourage the two sides to move towards a negotiated settlement. In the belief that the conciliatory spirit required to effect a peaceful settlement of the dispute could not be imposed from outside but must come from the parties themselves, the Canadian Government repeatedly impressed upon their representatives the need for negotiation. Canada also supported the efforts of others, in particular the Organization of African Unity, to promote peace talks.

The Canadian Government has maintained the view that no one should send arms to the Nigerian war theater. On several occasions during 1969, both the Prime Minister and the Secretary of State for External Affairs explained to leaders of other countries, including Britain and the Soviet Union, Canadian policy toward the Nigerian conflict.

The Canadian delegation at the United Nations thoroughly explored the possibilities for raising the humanitarian aspect of the Nigerian civil war in that forum. However, after extensive consideration including discussions with the United Nations Secretary-General, the Government came to the conclusion that any move by Canada to have the issue raised there would be an unhelpful and empty gesture, which would not contribute to the search for a peaceful solution.



## European Division

The functions of the Department's European Division are related to the whole of the European continent, East and West. Canada maintains diplomatic relations with 26 countries in Europe, where it has 20 resident missions and six consular offices. In Ottawa there are 24 diplomatic missions from European countries, three of which are also accredited to Washington.

Canada has taken an initial step in the study of Canadian policies and activities relating to Europe. The object is to fit relations with Europe into the order of priorities established in Canada's external relations policy and to examine the most effective means of maintaining Canadian-European relations.

Canada has kept in constant contact with the large multilateral organizations in Europe, especially the European Communities. Co-operation with European countries has been maintained through the GATT, the OECD and NATO. In May a delegation of Canadian Parliamentarians, headed by the Government Leader in the Senate and the President of the Privy Council, attended as observers the twenty-first session of the Assembly of the Council of Europe in Strasbourg, where one day was devoted to a debate on the relations between Canada and Europe. During the summer, a delegation from the Senate Committee on Science Policy visited several European countries. In December, the Parliamentary Secretary to the Secretary of State for External Affairs attended, as an observer, and addressed a session of the Consultative Assembly of the Western European Union.

During 1969, co-operation and the flow of exchanges between France and Canada continued to increase, in a variable political climate.

Many Canadian ministers went to France during the past year. We might mention especially the visit during the month of March of the Secretary of State, Mr. Gérard Pelletier, who, apart from his talks with ministers of the French Government, addressed the conference of the France-Canada Association; the visit of Mr. Jean Chrétien, Minister of Indian Affairs and Northern Development, which also took place in March; and the visits of Mr. Donald C. Jamieson, Minister of Transport, in November, and Mr. Eric Kierans, Minister of Communications, in December.

Among other Franco-Canadian exchanges might be recalled the visit to Paris of the Canadian Parliamentary Committee on National Defence and External Affairs in March; the annual meeting of the Canada-France Joint Cultural Commission, within the framework of the France-Canada cultural agreement of 1965, held in Paris in February; the meeting of the France-Canada Interparliamentary Association that took place at Jasper, Alberta, in September; and the meeting of the Science Subcommittee of the Joint Commission in Ottawa in November. There was also the attendance by the French Minister of Justice and Keeper of the Seal, Mr. René Pleven, at the Conference of the International French-language Law Institute in Montreal, Quebec City and Ottawa in the autumn at the joint invitation of the Ministers of Justice for Canada and Quebec.

Cultural exchanges between France and Canada have increased, in conformity with the France-Canada cultural agreement of 1965; thus Les Grands Ballets Canadiens were staged in France last spring on the occasion of a grand European tour, and an exhibition of drawings by masters from Raphael to Picasso was inaugurated at the Louvre in November. During the year, co-operation increased between France and the Canadian provinces, especially Quebec.

Canada's relations with the Federal Republic of Germany were highlighted by the visit to Ottawa in April of Mr. Willy Brandt, then Foreign Minister and now Chancellor. Another important visit was that of the Speaker of the House of Commons, Mr. Lucien Lamoureux, to the Federal Republic and West Berlin in September and October. In July, existing co-operation in the use of the Churchill Research Range for the firing of high-altitude scientific sounding rockets was formalized through the signing of an intergovernmental agreement. Trade between the two countries continued to increase, as did the amount of capital borrowed in the Federal Republic by private and governmental agencies in Canada. For reasons of economy, the Government decided to close the office of the Canadian Military Mission in Berlin. The Canadian Ambassador in Bonn will continue to be accredited on a non-resident basis in his capacity as head of the Canadian Military Mission and will, as in the past, make regular visits to Berlin as evidence of Canada's commitment to the security and welfare of that city.

In 1969, the good relations that have long existed between Canada and the Benelux countries, as well as Switzerland and Austria, continued to flourish. In May, Canada received a visit from Mr. Fayat, the Belgian Foreign Trade Minister. On Canada's part, there was the visit to Belgium of the Secretary of State, Mr. Pelletier, who held fruitful talks with the Belgian Government's cultural chiefs. Commercial relations with the Netherlands increased appreciably. The Dutch Minister of Defence, Mr. den Toom, came to Canada personally in September to receive, on behalf of his Government, the first of a series of military planes built in Canada for the Netherlands.

Of considerable interest and importance was the announcement by the Prime Minister on October 15 that Canada and the Holy See had agreed to exchange diplomatic missions. The former President of Brandon University, Dr. John Robbins, was named Canada's Ambassador and Archbishop Clarizio, the Apostolic Delegate in Ottawa, was appointed Pro-nuncio. The Department announced at the time that both parties were confident that this step would contribute to their mutual understanding and to exchanges of views between them on international matters of common concern.

The Foreign Minister of Italy, Mr. Aldo Moro, paid a two-day official visit to Ottawa on October 10 and 11. Mr. Moro called on the Governor-General and the Prime Minister and had an exchange of views with the Secretary of State for External Affairs on a variety of subjects of mutual concern. The visit underlined the growing closeness of Canadian-Italian relations and the mutual advantage of increased co-operation and consultations.

Relations with other Mediterranean countries, particularly Turkey, also received attention. An invitation to the Turkish Foreign Minister to visit Canada was accepted subject to agreement on a mutually convenient date.

Canada continued to pursue a close dialogue with the Scandinavian states in 1969. In February, Canada and Sweden prepared a joint paper for consideration at the first session of the United Nations Working Group on Direct Broadcasting from Satellites. Both the Minister of Justice, Mr. Turner, and the Minister of Health and Welfare, Mr. Munro, visited Sweden during the year. In June the Secretary of State for External Affairs paid official visits to Norway, Sweden, Denmark, Finland and Iceland, meeting and conferring with the heads of state and government leaders.

Canada's relations with the Communist countries of Eastern Europe remained affected during 1969 by events in Czechoslovakia. The continued presence of Soviet troops in Czechoslovakia and the disturbing repercussions for national sovereignty and independence of the Soviet doctrine justifying the invasion of that country (with its implications of a "spheres of influence" policy) were regarded with concern, as were the measures taken to restrict freedom of movement of persons and ideas.

The Secretary of State for External Affairs pointed out in speeches concerned with the invasion that the Canadian Government recognized that, in the long run, peaceful evolution in relations with the Communist countries was the only hope of achieving stable and equitable settlement of the fundamental issues dividing the world. Accordingly, Canada did its best during the course of the year to revive the spirit of *détente*, the continuing development of which had become promising in the period preceding the invasion. Among other things, Canada expressed its interest in the much-discussed European Security Conference, provided that it was adequately prepared, had reasonable prospects of success and included all countries concerned. East-West trade and tourism continued to grow, the climate for cultural, scientific and technological exchanges improved, and official and semi-official visits were made in both directions. Particularly noteworthy was an official visit to Canada in October by Mr. Andrei A. Gromyko, Foreign Minister of the U.S.S.R. This visit marked the first time a Foreign Minister of the Soviet Union had ever paid an official visit to Canada, and opened the way for a further development of relations. In December, the Canadian Wheat Board concluded a contract with the Soviet grain-purchasing agency for the sale of 3,430,000 long tons of wheat and flour, thus completing the obligations outstanding under the Soviet-Canadian long-term agreement of 1966. Canada participated in trade fairs at Poznan, Poland, in June and at Zagreb, Yugoslavia, and Brno, Czechoslovakia, in September. Two international agreements were signed by the Minister of Industry, Trade and Commerce -- a trade agreement with Hungary on September 25, 1969, and a three-year wheat agreement with Poland on October 31, 1969, and progress was made in outstanding claims negotiations.



## Far Eastern Division

This Division has an area of responsibility which comprises East and Southeast Asia, from Japan to Burma, with the exception of the Commonwealth countries of Malaysia and Singapore. Within this area, Canada has resident ambassadors in Japan, Indonesia and Thailand, a consul-general in the Philippines and trade and immigration offices in Hong Kong. It has non-resident diplomatic accreditation to the Republic of Korea from Tokyo and to Burma from Kuala Lumpur. During 1968 it has also maintained delegations to the International Commissions for Supervision and Control in Cambodia, Laos and Vietnam, though towards the end of the year it was announced that most Canadian personnel would be withdrawn from the first two countries.

In a speech in Tokyo on April 15 on the occasion of the Japan-Canada Ministerial Meeting, the Secretary of State for External Affairs, the Honorable Mitchell Sharp, had the following to say, *inter alia*, about Canada and the Pacific:

"Over the past 30 years developments in Asia have also brought home to Canadians as never before the realization that Canada is involved despite our apparent geographical remoteness....this has led to a fresh recognition of the obvious fact that Canada is a Pacific as well as an Atlantic nation, and to a reassertion of this fact as a firm principle of our foreign policy....it will /therefore/ be incumbent upon our Government to take deliberate steps to guide and quicken our relations with the countries of the Pacific."

### China

On February 10, 1969, the Secretary of State for External Affairs made a statement in the House of Commons with respect to recognition and the establishment of diplomatic relations with the People's Republic of China, which read in part as follows:

"Our Embassy in Stockholm has been instructed to get in touch with the Embassy of the People's Republic of China in order to convey the Canadian proposal that talks concerning relations between the two countries be held at a mutually convenient time and place in the near future....

"We also hope to be able to take this opportunity to explore with Chinese officials the whole range of Sino-Canadian relations, and to discuss the possibilities for expanding and developing our relations in a number of areas....

"There will be a number of questions for our officials to discuss with the Chinese. It is not only a question of working out a satisfactory basis for recognition and the exchange of embassies, but of reaching agreement on a number of details relating to the operations of a Canadian embassy in Peking and a Chinese embassy in Ottawa...."

In April, the Chinese Embassy in Stockholm conveyed to the Canadian Ambassador, Mr. A.J. Andrew, Chinese acceptance of the Canadian Government's proposal. The Chinese proposed that the talks be held in Stockholm.

The Canadian Government agreed to this suggestion, and the first substantive meeting took place in the latter part of May. A number of further meetings were held, and discussions were continuing at the end of 1969. The Canadian side was led first by Mr. Andrew, and then, on his return to Canada, by the new Canadian Ambassador to Sweden, Miss B.M. Meagher. As Mr. Sharp had indicated when he announced that the Chinese Government had agreed to hold talks, the details of the Stockholm discussions remained confidential.

In the House of Commons on July 21, the Minister made the following reply to a question concerning the Stockholm talks and the question of the so-called "two Chinas":

"We are not promoting either a 'two-China' policy or a 'one-China, one-Taiwan' policy. Our policy is to recognize one government of China. We have not asked and do not ask the Government of the People's Republic of China to endorse the position of the Government of Canada on our territorial limits as a condition to agreement to establish diplomatic relations. To do so might cast doubts on the extent of our sovereignty. We do not think it would be appropriate, nor would it be in accordance with international usage, that Canada should be asked to endorse the position of the Government of the People's Republic of China on the extent of its territorial sovereignty. To challenge that position would, of course, also be inappropriate."

In various public statements, the Government had made it clear that Canada's position on Chinese representation in the United Nations in 1969 would be consistent with developments in its bilateral relations at the time the vote was taken on this question in the UN General Assembly. The voting took place on November 11 and, in view of the fact that the Stockholm discussions had not yet reached any conclusion, the Canadian delegation was instructed to vote as it had done in 1968. Canada therefore abstained on the so-called "Albanian" resolution (A/L 569), which called both for the seating of representatives of the People's Republic of China in all UN organs and for the expulsion of those representing the Republic of China (Taiwan). Canada voted in favor of the procedural resolution (A/L 567), which asserted that Chinese representation was an important question under the UN Charter, requiring a majority of two-thirds.

Resolution A/L 567 was approved by 71 (Canada) in favor to 48 against, with four abstentions. Resolution A/L 569 was defeated with 48 votes in favor, 56 against and 21 (Canada) abstentions. This represented a slight gain in support for the "Albanian" resolution, which in 1968 had been defeated by a margin of 14 votes.

### Japan

The continuing importance of Canada's relations with Japan, now the third-ranking industrial power in the world, was emphasized by the visit to Japan in April 1969 of five Canadian Cabinet Ministers, in a delegation



led by the Secretary of State for External Affairs, to participate in the fifth Canada-Japan Ministerial Meeting. The first such meeting was held in Tokyo in 1963. At the 1969 meeting, subjects discussed included the general political situation in Asia and the possibilities of international co-operation in Southeast Asia following settlement of the Vietnam conflict, recent developments in nuclear disarmament, the international financial situation and the need for early activation of the system of special drawing rights, international trade (with particular reference to contentious areas in Canada-Japan bilateral trade relations), and methods of improving and expanding existing development assistance programs. Additionally, a number of more specific matters of bilateral interest in the areas of investment policy, fisheries, agriculture and scientific and technical co-operation were discussed. As usual, the 1969 meeting was marked by free and open discussion and exchange of opinions.

The volume of Canada-Japan two-way trade exceeded the \$1,000 million mark for the first time in 1969, making Japan Canada's third most important trading partner. Japan has become a significant source of investment capital for Canada, particularly in natural resource development.

In addition to informal visits to Japan by a number of prominent Canadians, Premier Schreyer of Manitoba visited Japan as a guest of the Japanese Government in October 1969. Japanese Vice Foreign Minister Nobohiko Ushiba visited Canada during the summer, as did Ambassador Toro Haguiwara, Commissioner General of Expo 70.

The visit to Japan of the Toronto Symphony Orchestra (conducted by Mr. Seiji Ozawa) in April 1969 was sponsored by the Department of External Affairs in co-operation with the Canada Council; the visit provided a preview of events to take place at the Canadian pavilion at Expo 70 to be held in Osaka, from March 15 to September 13, 1970. Canada will have one of the largest national pavilions and British Columbia, Ontario and Quebec will have pavilions of their own. It is expected that the Band and Musical Ride of the Royal Canadian Mounted Police, Les Feux Follets, the National Ballet and the Charlottetown cast of *Anne of Green Gables* will all perform during Canada Week (May 24-30) at Expo 70. Prime Minister Trudeau has accepted the invitation of the Japanese Government to visit Japan during Canada Week at Expo 70.

### Indochina

The lack of concrete progress in the Paris talks confirmed earlier expectations that the course of these negotiations would be difficult and slow, but at least the existence of a negotiating forum seemed to hold down the level of hostilities on the ground in Vietnam. Although the conflict continued, its scope and intensity appeared to have been reduced sufficiently to enable President Nixon to announce the first stages in the process of withdrawing U.S. forces, emphasizing the importance of the assumption by the Republic of Vietnam of progressively greater responsibility for the conduct of military operations. In June, the National Liberation Front declared itself a government under the name of the Provisional Revolutionary Government of the Republic of South Vietnam, a move that was generally interpreted as relating essentially to the Paris negotiations and the desire of the Liberation



Front to lay claim in those negotiations to a voice equal in authority to that of the Government of the Republic of Vietnam. The year 1969 witnessed the death of President Ho Chi Minh of the Democratic Republic of Vietnam, one of the giants of recent Vietnamese history. Canada was officially represented at the state funeral in Hanoi by Brigadier General G.G. Bell, Acting Commissioner, Canadian delegation to the International Control Commission in Vietnam. With President Ho's death, following by six years the death of President Ngo Dinh Diem of the Republic of Vietnam in 1963, the personal and symbolic links with the immediate past of the Vietnam problem appeared to be loosening. Whether changing personalities would result in changing policies remained to be seen.

Canadian aid to the Republic of Vietnam continued in 1969 and, in connection with the problem of maintaining liaison with students from Vietnam on scholarships in Canada, plans materialized for the opening in Montreal of an office for that purpose.

Addressing the Foreign Correspondents Club in Tokyo on April 15, the Secretary of State for External Affairs projected forward the Government's thoughts on Vietnam in these terms:

"We hope the discussions now in progress in Paris are part of an irreversible process, the final outcome of which will be what Southeast Asia so badly needs -- a stable and durable political settlement, fair to the legitimate interests of those involved, unjust to none and above all mutually acceptable to everyone. That may be a tall order. It is not unrealistic in the sense that anything short of an adequately defined and workable political settlement would only invite a tragic repetition of the events which flowed from the basic flaws of the settlement made in Geneva 15 years ago. In the re-establishment of peace, and in ensuring that new political understandings are carried into effect, there may well be an important role for international guarantees and an international presence designed to moderate the situation and to help re-establish a working measure of confidence between those so recently in armed conflict. It is impossible to say at this stage whether Canada might make an effective contribution in such a context. Much would depend on whether we were asked to play such a part by all those directly involved. It would also depend on whether the tasks to be carried out, and the means available for doing so, gave such an assignment a realistic potential for a worthwhile contribution. I do not intend to sound unduly negative or pessimistic, or to imply that Canada is seeking to avoid all forms of commitment or involvement simply because they may prove frustrating or difficult. Far from it. What does concern me, however, is the need to avoid unproductive commitments which tend to freeze problems rather than help solve them."

#### Cambodia and Laos

In Cambodia, the Royal Khmer Government (RKG) ceased asking the International Control Commission (ICC) in Phnom Penh to make any kind of investigations early in the year, although increasingly the RKG provided public evidence of considerable intervention in Cambodia by Vietnamese

Communist forces. Efforts by the Canadian delegation to have the ICC exercise its powers to initiate an investigation in the light of this *prima facie* evidence of violations of the 1954 Cease Fire Agreement by one of the parties failed to elicit any positive response from its Commission partners.

In May 1969, the RKG published a statement setting out its views regarding the role of the ICC. In that statement, it indicated that the stationing and infiltration of Vietnamese Communist forces on Cambodian territory was a matter which concerned only Cambodia and the Democratic Republic of Vietnam and the National Liberation Front of South Vietnam and not any third parties; that it therefore did not wish the ICC to deal with this question; that, moreover, it intended "to relieve the ICC of all authority concerning the settlement of the political and military problems which set Cambodia against the U.S.A. and its satellites, on the one hand, and the DRVN and NLF of South Vietnam on the other"; and that it was for Cambodia alone to try to resolve these problems with the authorities of these states. In October, it formally informed the ICC of its decision "to terminate the mission of the Commission in Cambodia before the end of this year".

In Laos the situation was different, in that the Royal Laotian Government (RLG) asked the International Control Commission in Vientiane to undertake investigations into several attacks allegedly made by North Vietnamese troops. Despite efforts by the Canadian delegation to get some effective action on these complaints, the ICC either took no decision or, as in two specific cases, voted against Canadian proposals to investigate.

During 1969, no progress was made by the ICC in Laos on the question of periodic reports to the Co-chairmen of the Geneva Conference, even though these had not been rendered since 1963. Moreover, no effective action was possible on the great backlog of items on the ICC's agenda (some dating back to 1964) and, consequently, these were gradually being removed after concluding statements were recorded by the three delegations.

In his November 3 statement in the House of Commons regarding changes in Canadian representation abroad for budgetary reasons, the Secretary of State for External Affairs said:

"In recent years, the International Control Commissions in Laos and Cambodia have, for a variety of reasons, been unable to perform the functions assigned to them. We have, therefore, decided that little useful purpose would be served by maintaining our present physical presence in Vientiane and Phnom Penh. Canada remains a member of both Commissions and will fulfil its commitments as before. As these commitments are not expected to be onerous, it is intended that the Canadian Commissioner in Vietnam will serve on the other two Commissions. In Laos, arrangements will also be made to maintain local contact with the other members of the Commission. Our aid program in Laos and Cambodia will be run from the Canadian delegation in Saigon."



In a subsequent development, the RKG clarified its attitude regarding the future of the Cambodia Commission by specifically requesting it to adjourn *sine die* as of December 31, 1969. A decision to that effect was taken by the Commission on December 31.

## Burma

The Foreign Minister of Burma, Colonel Maung Lwin, paid an official visit to Ottawa October 14 and 15 as the guest of the Canadian Government and had discussions on both international and bilateral matters with the Secretary of State for External Affairs and other Ministers. He made a ten-day private trip across Canada before heading his country's delegation to the Colombo Plan ministerial meeting in Victoria, British Columbia, from October 27 to 31.

## Latin American Division

This Division is concerned with Canada's relations with Latin America. Canada has had diplomatic relations with all 20 Latin American countries since 1957. As a result of the current Government expenditure guidelines the embassies maintained in the area were reduced from 14 to 11 with the closing of posts in Quito (Ecuador), Santo Domingo (the Dominican Republic) and Montevideo (Uruguay). These closings were accompanied by modest staff reductions in most other Latin American posts. Of the remaining embassies, nine are headed by ambassadors and two by chargés d'affaires. Canada also maintains a consulate at Sao Paulo, Brazil.

The major divisional undertaking during this year has been the co-ordination of the task force which is reviewing Canadian policy toward Latin America. The task force, consisting of officials drawn from the departments and agencies of the Government which have an interest in Latin America, began its review with the ministerial mission to Latin America in October-November 1968. In January, the *Preliminary Report of the Ministerial Mission to Latin America* was tabled in the House of Commons. The report generated a substantial number of letters and briefs to Ministers in which ideas and suggestions were put forward by individuals and representatives of private organizations with an interest in Latin America. The task force has also taken the initiative in arranging consultations with qualified persons and groups both inside and outside Canada. In March, a seminar between officials and representatives of the academic, journalistic and business worlds was held in Toronto, Ontario, under the auspices of the Canadian Institute of International Affairs. The policy review is at present entering its final stages, and will be completed early in 1970.

While Canada's future relations with Latin America were under review, the year saw a considerable continuing activity under existing programs. Canada is a member of one subsidiary body of the Organization of American States (OAS) -- the Pan-American Institute of Geography and History (PAIGH) -- and of a number of inter-American organizations not officially linked to the OAS. Since becoming a full member of PAIGH in 1961, Canada had played a very active role, and this year participated in the meeting of the General Assembly held in Washington, D.C., from May 28 to June 18. In accordance with recent practice, Canadian observers attended the nineteenth



meeting of the Pan-American Health Organization, the regional body for the Americas of the World Health Organization; several of the "country" reviews of CIAP, the executive committee of the Alliance for Progress; and the sixth meeting of the Inter-American Economic and Social Council. Canadian co-operation with Latin American countries continued in the United Nations, and Canada, as a member, attended the thirteenth full session of the committee of the whole of the United Nations Economic Commission for Latin America in Lima from April 14 to 23. In May, Canada became a full member of the Inter-American Center of Tax Administrators (CIAT) and attended the third General Assembly of the Center in Mexico City. The purpose of the CIAT is to encourage the reform of tax systems and to improve their administration through the exchange of technical assistance.

Outside the multilateral framework, the agreement providing for postgraduate and doctoral fellowship exchanges between the National Research Council of Canada and the National Research Council of Brazil came into effect during this year, and has resulted in valuable exchanges in the fields of natural products, nuclear magnetic research, computer science and biophysics. Canadians again participated in the Sao Paulo *Bienal* and the sculptor Robert Murray was awarded a major prize.

It is expected that an additional \$10 million will be contributed to the Canadian development-loan program for Latin America, which is administered by the Inter-American Development Bank (IDB), bringing the total amount allocated to the program since it was initiated in 1964 to \$60 million. All of the \$50 million currently allocated to the program has been distributed among a total of 15 projects. An additional contribution to Latin American development has been made through long-term commercial credits provided under Section 21A of the Export Credits Insurance Act; since the end of 1960, when these credits first became available, financing agreements with Latin American countries totalling \$275,086,386 have been signed. Of a further \$15 million of special Section 21A funds provided to the IDB for capital projects, \$2.3 million has now been committed in Brazil. The Canadian Government continues indirectly to assist the Canadian University Service Overseas in its operations throughout the world, including those it is undertaking in Latin America, and sponsors the Canadian Executive Service Overseas, a private organization that provides technical assistance to developing countries, including Brazil.

#### Relations among French-Speaking States Division

This Division is concerned with the multilateral aspects of Canada's relations with French-speaking countries, and its work is thus complementary to that of the other area divisions, which deal with the bilateral aspects of these relations. The Division has special responsibility for all aspects of Canada's growing participation in the activities of the international cultural community of French-speaking countries known as la Francophonie. In the course of the year, preparatory work is done in connection with numerous official and semi-official meetings relating to la Francophonie that are held in various countries.

During 1969, at the intergovernmental level, the Division contributed to Canada's participation in conferences that brought together the education ministers of the French-speaking states of Africa and Madagascar from January 13 to 18 in Kinshasa, and from December 1 to 4 in Paris, which was also the scene on December 5 and 6 of the first conference of youth and recreation ministers of French-speaking countries. An active part was played by Canada in the important conference from January 17 to 20 in Niamey, the capital of Niger, where the foundations were laid for the Agency for Cultural and Technical Co-operation between Partially and Entirely French-speaking Countries. Canada has lent its full and enthusiastic support to the idea of this Agency, and has been host on a number of occasions during the year to Mr. Jean-Marc Léger, the Agency's interim Executive Secretary, to whom the countries participating in the Niamey Conference have entrusted the task of drawing up a draft constitution and a potential program of activities for the new Agency.

At the private level, the Division's activities in connection with la Francophonie have included assistance in the preparation for the annual meeting of the Institut de Droit d'Expression française, an international association of French-speaking jurists, which took place in Canada from September 7 to 13.

#### United States Division

The United States Division is concerned with the whole range of practical problems of Canada's relations with the United States. Within the Department it has a general co-ordinating responsibility involving a continuing review and analysis of the important aspects of the increasing number of matters of interest to the two countries. In performing this function, it maintains close liaison with other government departments and agencies and with other divisions in the Department that have primary responsibility for particular aspects of the bilateral relation, such as those involving defence, consular, trade and economic matters.

The Division has specific responsibility for subjects of bilateral concern dealt with by the International Joint Commission and the International Boundary Commission. It works closely, therefore, with these two commissions and with the St. Lawrence Seaway Authority and other international commissions and organizations concerned with Canada-United States affairs. The Division's work covers the development of water resources, transportation links, international parks, water and air pollution, all international fisheries commissions and fisheries conservation, shipping (including tolls and pilotage on the St. Lawrence Seaway system), and trans-border traffic and migration, in their international context. The Division also has responsibility for co-ordinating inter-departmental views on the construction and operation of international bridges and on international transportation questions in Canada's Pacific Coast region.

In the field, Canada's relations with the United States are conducted through the Canadian Embassy in Washington, the Consulates-General in Boston, Chicago, Los Angeles, New Orleans, New York, San Francisco and Seattle, and the Consulates in Cleveland, Dallas, Detroit and San Juan, Puerto Rico.



The change in administration in the United States in 1969 created the need for a re-establishment of personal contact between the Governments of Canada and the United States. In March, the Prime Minister, accompanied by the Secretary of State for External Affairs, paid an official visit to Washington that involved working discussions with the President, the Secretary of State and other members of the new United States Cabinet. They covered a number of subjects of bilateral concern, *inter alia*: the future of NATO; the Safeguard System and its possible implications for Canada; cross-border movement of oil; and Canadian plans for a domestic communications satellite. The joint summary issued at the end of the talks began:

"The President of the U.S.A. and the Prime Minister of Canada exchanged views on a wide range of international and bilateral matters. They seek a close, confident relationship between the two countries. The Prime Minister's visit has put the foundations in place for a continuing discussion on a number of questions.

"The President has stated that he values the views and the outlook which the Prime Minister has imparted to him. The President said: 'The viewpoint of the Canadian Government has always weighed heavily in the formation of United States policy. No other ally influences us more.' The Prime Minister of Canada stressed that his Government is anxious to maintain and develop Canada's already close and friendly relations with the United States."

The "continuing discussion" foreseen in the communiqué has been followed up with further visits exchanged individually by Canadian Ministers and their United States counterparts. At the beginning of June the twelfth annual meeting of the Canada-United States Inter-parliamentary Group was held in Ottawa, Banff and Jasper, at which Canadian Members of Parliament met with U.S. Congressmen to discuss subjects of common interest, particularly in the fields of resources, trade and transportation. Near the end of that month, the Canada-United States Joint Ministerial Committee on Trade and Economic Affairs met in Washington with an agenda covering a full range of economic and financial questions of bilateral import, including the balance-of-payments situation, investment, the Law of the Sea, the Canada-U.S. Automotive Agreement, energy relations, bilateral trade in agricultural products, cross-border water pollution and United States immigration legislation. The last subject is being thoroughly studied by a Canada-United States joint working party on immigration, which was set up following the ministerial meetings. The working party met first in early September and again in December to explore possible solutions for the problems facing Canadians as a result of new (1968) United States immigration legislation.

There were also two special visits across the border during 1969 which stressed the traditional friendship between Canada and the United States. In June the Prime Minister and President Nixon joined together in ceremonies at Massena in New York State and at Montreal to celebrate the tenth anniversary of the St. Lawrence Seaway and to pay tribute to this achievement in engineering and international co-operation. Then, at the beginning of December, the *Apollo XI* astronauts came to Ottawa and Montreal, where they were warmly welcomed by thousands of Canadians.



In response to this salute to their skill and courage the astronauts praised the important technical contributions which Canada had made to their mission, not least of which were the design and manufacture of the legs of the lunar landing module.

As mentioned previously, the Division works closely with the International Joint Commission and is in working contact with the Canadian Government. During 1969 -- as in 1968 -- the Commission's activities have been diverse, both as to nature and to area, with trans-boundary air and water pollution being of major concern. At the semi-annual meeting of the International Joint Commission held in Ottawa during October, the Commission considered the final reports of its international advisory boards on pollution in Lake Erie, Lake Ontario and the international section of the St. Lawrence River, and also the report by its Lake Erie board on potential pollution from oil-well and gas-well drilling activities in Lake Erie. In addition, the Division is involved with the International Joint Commission in its studies on Great Lakes water-levels and on trans-boundary water problems in New Brunswick and the State of Maine.

In November, the Parliamentary Standing Committee on External Affairs and National Defence began a study of Canada-United States relations, and the Division prepared for the study a background paper on Canadian Government instruments for conducting relations with the United States. The Standing Committee's consideration of this subject will continue into 1970.

## CO-ORDINATION DIVISION

The Department's Co-ordination Division deals with the federal-provincial aspects of Canada's international relations. The Division's primary responsibility is to maintain close liaison with the provinces concerning their interests in international affairs and to facilitate their international activities in a manner that will fully meet provincial objectives and be consistent with a unified Canadian foreign policy.

Origin

The Co-ordination Division was formerly a section of the Department's Legal Division. It was established separately in September 1967 as a result both of expanding provincial interests abroad and of the Federal Government's desire to develop more effective procedures to ensure that these interests could be encouraged and facilitated. The federal position in this regard was outlined in the White Paper *Federalism and International Relations*, published early in 1968, in which it was emphasized that it was not the intention to oppose increased provincial contacts with the international community; on the contrary, the Government was anxious to ensure that Canada's foreign relations would serve the best interests of all the provinces as well as of the two major linguistic communities in Canada. As the White Paper recognized, however, it would be no easy task to work out the necessary co-ordinating procedures within a federal system of government in which provinces were wholly or partly responsible inside Canada for a wide range of subjects that were also matters of international interest but in which the Federal Government must bear ultimate responsibility for the conduct of international relations. Within the Department of External Affairs, the task of devising and implementing such procedures rests with the Co-ordination Division.

Functions

The Division carries out a liaison function at both provincial and federal levels. Within the Department of External Affairs, it co-ordinates the activities of other divisions and of Canadian posts when these impinge on areas of provincial interest. The Division also works closely with other federal departments and agencies to ensure that full account is taken of provincial interests abroad.

On the provincial level, the Co-ordination Division is in regular contact with officials of the provinces on day-to-day questions of interest to provincial governments. In conjunction with provincial authorities, the Division constantly seeks to establish closer working relations and more effective continuing procedures for consultation.

Provincial Interests Abroad

Aspects of international affairs that have been of particular interest to the provinces include:

- (1) Promotion of trade, investment, new industries, immigration, tourism, cultural exchanges.
- (2) Participation in international conferences and in the work of international organizations on a wide range of subjects, including education, health, agriculture, labor, social security and many others.
- (3) Assistance to developing countries in co-operation with the Canadian International Development Agency.
- (4) Bilateral and multilateral international agreements, particularly where provincial action is required for their implementation.

#### Promotional Activities Abroad

In connection with some of their promotional activities mentioned above, several provinces maintain offices in individual foreign countries. The number of such offices has been increasing rapidly. At the moment Ontario, for example, has 15 offices in eight countries and Quebec has 12 offices in six countries. Four other provinces (Alberta, British Columbia, New Brunswick and Nova Scotia) have at least one office each abroad. (While many provincial offices abroad have been set up recently, a few were established as much as a century ago.)

The Division assists provinces that wish to establish new offices abroad. It enlists the help of Canadian missions and assists, as required, in securing visas, documentation and any privileges that may be accorded to provincial officials by the foreign countries concerned.

These "promotional" activities have led to an increasing volume of provincial visits abroad. Accordingly, a continuing task of the Division lies in making necessary arrangements for visits abroad by provincial premiers, ministers and officials. The Division also assists with arrangements for visits of foreign personalities to the provinces.

#### International Conferences and Organizations

The Co-ordination Division is actively involved in the formation of Canadian delegations to international conferences and organizations. Basic guidelines on this subject were outlined in the White Paper *Federalism and International Conferences on Education*, published in February 1969. In this White Paper, the Government reaffirmed its policy that Canadian delegations to international conferences and organizations should reflect both Canada's bilingual character and the international interests of the provinces. In implementation of this policy, the Co-ordination Division notifies the provinces of forthcoming Canadian participation in international activities of concern to them, invites provincial representation and stands ready to help provincial representatives with administrative problems connected with their participation.



## Aid

With respect to Canada's program of assistance to developing countries, the Co-ordination Division is guided by the proposals set forth in *Federalism and International Relations*, which seek to encourage wider federal-provincial consultation and more effective arrangements in the co-ordination of Canada's total aid contribution. Several provinces have initiated specific aid projects of their own, and the Division seeks to ensure that these are co-ordinated with the activities of the Canadian International Development Agency, and with the development assistance programs for which the Agency is responsible. Conversely, many of the Agency's projects require provincial co-operation for their implementation and, while this is usually a matter for direct arrangements between the Agency and the provincial authorities concerned, the Division is often able to assist.

## International Agreements

With respect to the conclusion of treaties, conventions and other formal agreements between Canada and other countries, it is the Co-ordination Division's responsibility to consult with the provinces concerned to obtain their concurrence in the ratification of all such agreements touching upon areas of provincial or joint federal-provincial jurisdiction. For example, provincial agreement is necessary for Canadian adherence to multilateral conventions, such as the Covenants on Human Rights, whose implementation requires action by provincial governments. Other international instruments establishing programs of activities may also require provincial agreement before they can be implemented in Canada; at other times, the Federal Government may conclude international agreements to meet express provincial wishes. Consultation with the provinces is often undertaken before, or in the negotiating stage of, treaties affecting them. Such consultation provides the most effective means of harmonizing federal and provincial interests.

## ECONOMIC AFFAIRS

The establishment of an Office of Economic Affairs to replace the former Economic Division has meant increased efficiency in the conduct of the Department's economic activities. The reorganization, which took place in September 1968, has given the head of that office greater freedom to concentrate on co-ordination and development of policy and initiatives touching on broader questions of major significance for Canada in international economic affairs. It has also resulted in a more effective handling of the Department's economic work through the separation of activities into three divisions -- the Aid and Development Division, the Commercial Policy Division and the Transportation, Communications and Energy Division. These divisions operate in collaboration with a large number of departments and agencies in Ottawa to ensure that international economic policies are conducted in harmony with the more general foreign policy consideration and objectives of the Government and that these general foreign policy matters reflect appropriately the Government's interests in the economic field.

## Aid and Development Division

Canada has accepted, with other advanced countries, certain responsibilities to help the developing countries, both by providing more and better aid to them and by expanding their trading opportunities. The Aid and Development Division forms a focal point for departmental consideration of these issues.

The year 1969 was one of questioning and review of policies designed to narrow the disparity between the standards of living in the developing and developed countries of the world. In October, the Commission on International Development, appointed by the World Bank and chaired by the Right Honorable L.B. Pearson, published its report entitled *Partners in Development*. The report studied the consequences of 20 years of development assistance, assessed the results, clarified the errors and proposed policies that would work better in the future. The assessment by the Canadian Government of the implications for Canadian aid policy of the 68 recommendations the report contains began at once, and will continue into 1970. In December the United Nations released *A Study of the Capacity of the United Nations Development System* by Sir Robert Jackson, which examines critically and profoundly the problems inherent in co-ordinating and expanding the development content of the United Nations agencies and programs. Its important conclusions were also subjected to immediate study in Ottawa. During the course of the year, the Canadian Government was similarly submitting its own development-assistance policies to an intensive review, the results of which are expected to emerge in 1970. The Department of External Affairs has played an integral role in the assessment of the Pearson and Jackson studies, as well as the Canadian review. The Aid and Development Division attempts to co-ordinate Departmental views on these matters.

Canadian programs of assistance to developing countries continued to grow in 1969. The annual review of the Canadian International Development Agency, which is primarily responsible for administering the Canadian aid program, provides a detailed account of Canada's bilateral programs and of its contribution to multilateral assistance activities. As Canadian aid allocations grow, the dialogue between the Aid and Development Division and counterpart officials of the CIDA assumes an increasing importance within the context of aid policy and foreign policy formulation. A prerequisite for the effective administration of the Canadian assistance program is an informed understanding of its implications in the overall context of Canada's relations with the recipient countries. This requires the constant synthesis of the views and expertise of relevant divisions within External Affairs to produce a comprehensive departmental position. The Aid and Development Division is responsible for formulating this synthesis, and communicating it through appropriate channels to the CIDA. This role applies equally to Canadian contributions to multilateral institutions.

Interdepartmental discussions are essential if Canadian aid policy is to take account of varied Canadian interests. The most important forum for the interdepartmental consideration of aid policy is the Canadian International Development Board, which examines basic policy questions and makes recommendations on them to Ministers. Other committees and *ad hoc* working groups meet as the need arises to examine development items in which departments have an interest, such as food aid, country allocations, staffing requirements in the field, or elaboration of a strategy for the second development decade.

Canadian diplomatic missions continued to increase the amount of time given to aid administration, which is a reflection of the prominent position development assistance plays in Canadian relations with a great many developing countries. In 1968, it had become possible to begin sending officials from the CIDA into the field as fully-integrated members of Canadian embassies and high commissions. The number of such assignments grew steadily during 1969.

As a founding member of the Colombo Plan for South and Southeast Asia, Canada was particularly gratified to act as host to the twentieth annual conference of the Colombo Plan Consultative Committee in Victoria, British Columbia. In addition to serving as a forum for the discussions on current issues in international development, the conference was characterized by a remarkable spirit of innovation among the 17 regional and six non-regional countries attending. The year 1969 saw a further projection abroad of Canada's bilingual identity by the strengthening of economic co-operation with *francophone* countries; at the same time, programs in Commonwealth countries continued to grow.

Canada is a significant contributor to a number of multilateral institutions with development-assistance functions. Of these, the United Nations Development Program is of particular importance, since it provides the pre-investment surveys and technical assistance that are required to identify fruitful areas of development. In consultation with the United Nations Division, the Aid and Development Division keeps in touch with the CIDA and other departments about the size and role of Canadian contributions for the support of the UNDP and agencies such as UNRWA and UNICEF.



The World Bank (International Bank for Reconstruction and Development) and its affiliates the International Development Agency and the International Finance Corporation continued to receive substantial Canadian support throughout 1969. The World Bank plays a key role in the development process, not only through its loans but through its role as a useful forum for consultation on aid questions through its consortia and consultative groups organized for particular recipient countries. The Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) is another important co-ordinating body, where the donor countries gather to consider common problems and means of expanding and improving the development assistance they offer. In October 1969, Canada expanded still further its already substantial involvement in regional development banks by becoming signatory as a non-regional member to the agreement establishing a Caribbean Regional Development Bank. Canada is an active member of the Asian Development Bank and uses the Inter-American Development Bank as a vehicle for capital assistance to Latin America.

A dynamic source of Canadian financing for developing countries will be the Export Development Corporation, which was established towards the end of 1969 as a successor to the Export Credits Insurance Corporation. The long-term credit facility provided for Canadian exporters by the Export Development Corporation serves the dual purpose of encouraging the export of Canadian products and permitting the developing countries to purchase the capital goods they require with long-term financing. The Export Development Corporation will also administer a new investment insurance facility designed to encourage Canadians to invest in developing countries. As the use of these credits involves foreign policy as well as developmental considerations, the Aid and Development Division is responsible for assisting both the Departmental director at the monthly meetings of the Corporation's Board of Directors and the Director-General of the Office of Economic Affairs, who represents the Department at the weekly sessions of the Committee of Alternate Directors.

The growing appreciation of the relevance of trade to the requirements of international development is reflected in the declaration of the Pearson Report that "only the evolution of their trade with other nations ... will enable the developing countries to grow without the help of concessional finance". Canada is participating in the international formulation of a number of measures designed to increase the developing countries' foreign-exchange earnings, either through assuring equitable and stable prices or improving the access for their goods to foreign markets. Under the aegis of the UNCTAD and the OECD, considerable progress was made during 1969 on the creation of a general scheme of tariff preferences for the products of developing countries. Canada was one of the industrialized countries that submitted an indicative proposal of tariff preferences for discussion within the OECD. Early in 1970, the site of the discussions will shift from the OECD to the UNCTAD, and it is possible a scheme of tariff preferences will come into effect in 1970. An International Sugar Agreement, to which Canada subscribed, came into effect at the beginning of 1969, and work on various other commodities of interest to developing countries continued throughout the year in various working and study groups organized by the UNCTAD, the FAO and the General Agreement on Tariffs and Trade (GATT).

## Commercial Policy Division

The Commercial Policy Division is concerned with Canada's multi-lateral and bilateral relations over a broad range of economic subjects. It deals with Canadian participation in the GATT, the OECD, the International Monetary Fund (IMF) and a number of other multilateral institutions; it also deals with bilateral economic and trade relations between Canada and the rest of the world.

### Multilateral Economic Relations

The last major round of tariff negotiations (the Kennedy Round) undertaken by contracting parties to the General Agreement on Tariffs and Trade led to the progressive introduction of tariff concessions among GATT members, beginning in 1968. To foster further progress in trade liberalization, the GATT had adopted a new work program at its twenty-fourth session in November 1967 to study the tariff situation after the Kennedy Round, prepare an inventory of non-tariff and para-tariff barriers to trade and explore opportunities for making progress in the attainment of objectives of the GATT in the agricultural field. Special attention was to be devoted to the trading problems of developing countries. During 1969, with strong support from Canada, the GATT made progress in moving to the stage where solutions to these outstanding difficulties could be meaningfully considered. Although, like others, Canada had negotiated to implement its Kennedy Round tariff concessions by stages, all outstanding reductions (with one exception) were put into effect on June 4, 1969, in order to increase the element of price competition and efficiency in the domestic economy to combat inflationary pressures.

During the year careful consideration was given to Romania's application for membership in the GATT. Some Eastern European countries are already members. There seems to be growing interest in associating the remainder more intimately with the GATT, and the Romanian application has served to focus attention on this development. Canada has encouraged the examination of the problems involved in a *rapprochement* of this kind.

The Organization for Economic Co-operation and Development was created in 1962 on the basis of the Organization for European Economic Co-operation to provide a forum for consultation among the industrialized countries of Western Europe, North America and, later, Japan in the fields of economic policy, trade and assistance to developing countries. In 1969, the OECD entered an important transitional phase. Member governments agreed to the appointment of a new Secretary-General, Mr. Van Lennep of the Netherlands, to replace the Organization's first Secretary-General, Mr. Kristensen. Moreover, a departure was made from the more traditional economic policy activities undertaken by the OECD in the first seven years of its existence. The new 1970 work program turned the Organization towards what Mr. Kristensen broadly termed the problems of the modern society or economy. Canada encouraged this move, recognizing the fundamental link between problems of the modern economy -- i.e. pollution, urbanization, adult education, labor mobility, etc. -- and the Organization's basic aim of achieving and maintaining maximum and stable economic growth in member countries.



At the annual OECD ministerial meeting in February, closer collaboration and more efficient co-ordination of the policies of member governments was sought in a number of areas, including control of inflation, continuing reappraisal of the international monetary system, examination of the adjustment processes which governments employ for balance-of-payments reasons, trade liberalization, and problems of the developing countries. The Canadian delegation, led by the Minister of Industry, Trade and Commerce, Mr. Pepin, emphasized in particular the desirability of undertaking studies on the multinational corporation, including its role in fostering foreign investment and capital flows and its influence in the fields of trade and technology. The increased importance of the OECD as a consultative body for Canada was recognized by the designation in 1969 of the Canadian head of delegation as Ambassador.

The International Monetary Fund held its annual meeting this year in Washington, from September 29 to October 3. The Canadian delegation was led by the Honorable Edgar Benson, Minister of Finance, and Mr. Louis Rasminsky, Governor of the Bank of Canada. The highlight of this meeting, which marked the twenty-fifth anniversary of the Bretton Woods Institutions, was the decision actively supported by Canada to activate the IMF special drawing rights scheme, which will provide some \$9.5 billion of additional liquidity to the international monetary system over the next three years. At this year's annual meeting, the Board of Governors of the IMF also instructed the Fund's Executive Board to submit by the end of the year proposals for an increase in the quotas of member countries in the IMF. The IMF Governors also agreed on the desirability of continued study of various proposals for increasing the flexibility of exchange-rate adjustments. Nonetheless, there was general recognition that, despite the continued speculative pressures during 1969, developments during the course of the year significantly strengthened the stability of the international monetary system; most notable, in this regard, were the devaluation of the French *franc* in August and the revaluation of the German *Deutsche mark* in October.

Canada participated in the meeting of Commonwealth finance ministers held in Barbados on September 25 and 26, 1969, and was represented by the Minister of Finance. The ministers reviewed recent developments in the world economic situation and discussed a number of economic, trade and monetary matters of common interest to the Commonwealth countries. Particular attention was devoted to development-assistance questions.

In other multilateral developments, 1969 was the first full year of operation of the International Grains Agreement and a year of nearly constant crisis in world wheat marketing. The wheat-price structure upon which the agreement was built virtually collapsed in the winter of 1968 and prices fell steadily from then until mid-August. Canada, with other grain-exporting nations, participated in frequent international meetings aimed at achieving some measure of price stability. There was a substantial re-examination of the price-monitoring mechanisms and tentative stability was restored to the market.

Canada renewed export restraint arrangements with Greece, Hong Kong, Israel, Japan, the Republic of Korea, Spain and the Republic of China during 1969. Some of these arrangements were negotiated under the aegis of the Long-Term Arrangement on International Trade in Cotton Textiles signed in Geneva in 1962. Negotiations on restraint levels for cotton yarn also



took place with Mexico during 1969, but no agreement could be reached on mutually-satisfactory restraint levels and a surtax on imports of Mexican cotton yarn was introduced on November 21.

### Bilateral Economic Relations

Canada's most important trading and financial partner is the U.S.A. Preliminary statistics show that in 1969 total trade exceeded \$20 billion, up some 14.3 per cent from 1968, with Canadian exports at \$10.6 billion, (a 14.6 percent increase). The current account for nine months showed a deficit of \$460 million, an improvement of \$94 million over 1968. During the course of the year, there were frequent meetings between the two countries, at both the cabinet and official levels, including discussions held by Prime Minister Trudeau with President Nixon in March, which, *inter alia*, covered economic matters of interest to the two countries. The Canada-U.S.A. Joint Cabinet Committee on Trade and Economic Affairs held its twelfth meeting on June 25 and 26 in Washington; the Canadian delegation was led by the Minister of External Affairs, the Honorable Mitchell Sharp, and included other Ministers and the Governor of the Bank of Canada, while the United States delegation was led by Secretary of State Rogers and involved other secretaries. The Committee reviewed general economic trends affecting both countries, recognizing the importance of efforts to achieve a smoother functioning of the international monetary system. The Committee paid particular attention to the question of the economic growth of developing countries and confirmed the willingness of both governments to participate with others in exploring ways of expanding the trade opportunities of the developing countries. Ministers also discussed the international grain situation. They reviewed various bilateral questions such as energy (particularly that provided by petroleum), agricultural problems and the automotive pact, agreeing that officials should pursue discussions on certain aspects of these matters later in the year. On November 12 and 13, further consultations on the automobile agreement were held in Washington. In these discussions, the U.S. position was, in essence, that the time had now come to move to a rather freer trade position than had existed up to the present. The Canadian position was that, while great progress had been made under the automobile agreement in the establishment of an efficient and expanded Canadian automobile industry, the country could not feel assured yet that in the complete absence of any safeguards the progress could be continued. The discussions themselves came to no conclusion other than a statement of positions. Other meetings held during the course of 1969 dealt with various bilateral questions, including financial and balance-of-payments matters, on which special arrangements respecting capital flows have been in existence for some time between Canada and the United States.

Over the past year, and particularly at the Britain-Canada Continuing Committee meeting in October, Canada expressed to Britain both its concern over the weakening in recent years of bilateral trade and economic relations and the desire to explore means whereby Canadian interests could be taken more effectively into account by Britain when formulating its policies. The British representatives explained their policies of import-saving in the context of the effort toward competitive efficiency which has been the main driving-force for growth of trade between developed countries since the last war. Britain declared itself prepared to co-operate with Canada when so doing did not conflict with British domestic interests.

In reply, Canada placed particular emphasis on the adverse effect on Canada-Britain trade of British incentives for encouraging domestic agricultural and industrial production to the detriment of external trade. These policies did, however, help to achieve a significant improvement in the British balance-of-payments position. Not unrelated was a substantial increase in British exports to Canada in 1969, coupled with a decline in Canadian exports to Britain that resulted in a decrease in Britain's trade deficit with Canada. With increasing prospects for British membership in the EEC, the Government's view was reiterated that the ultimate decision would be Britain's alone, but that entry would, nevertheless, create important trade problems for Canada. Canadian representatives stressed that the impact of the Common Market's common agricultural policy would be harmful to Canadian trade if adopted without change by Britain.

On October 9 and 10, a major development in Canada-EEC relations took place. Delegations from the Commission and the Canadian Government met in Ottawa to review a broad range of matters of mutual interest and to lay the basis for closer and more frequent consultations at senior level with the EEC Commission. The delegations exchanged views on world trade prospects and initiatives that could be taken to promote further trade liberalization. They examined practical problems involved in trade and financial relations both bilaterally and with third countries, including those arising from the development of the Community and its possible enlargement to include other European countries. Contrary to previous trends in Canada's trade with the European Community, Canadian exports of secondary manufactured goods declined as a percentage of Canada's exports to the EEC, which, however, continued to climb overall. Imports from the Community increased considerably and as a result our trade in the area is now almost balanced. West Germany continued as Canada's most important West European market, while France held fifth position. Canada continued to develop closer corporate and financial links with Western Europe in general and substantial Canadian borrowings were made in West Germany during the year.

The growing importance of Canada's relations with Japan was brought into sharp focus in April at the fifth meeting in Tokyo of the Canada-Japan Ministerial Committee. The ministers noted the continuing growth in Canada-Japan trade (Japan is now Canada's third largest trading partner) and the useful role played by increasing Japanese investment, which, totalling an estimated \$100 million, has been directed especially towards Canadian natural resource industries -- wood products, mineral deposits and allied manufacturing. At the Committee meeting, Canadian ministers expressed their strong interest in diversifying Canadian exports to Japan which were heavily concentrated in primary foodstuffs and industrial raw materials. While welcoming the Japanese Government's announcement of plans for the gradual elimination of import restrictions, they urged Japanese ministers to take careful and early account of Canadian interests in liberalization of particular products now under restriction. The Japanese, for their part, stressed that voluntary restraints they applied to the export of certain goods to Canada should, by mutual consent, be kept to a minimum and removed as soon as possible.



Trade agreements with the Soviet Union and Bulgaria expired in 1969 and contacts were made with the governments of these countries in order to explore prospects for renewing the agreements. During the year, Canada initiated discussions with Tunisia and Cameroun with a view to concluding trade agreements; and on April 22 Canada and Thailand exchanged notes concluding a *modus vivendi* to regulate commercial relations between the two countries.

## Transport, Communications and Energy Division

### Atomic Energy

During the past year, Canadian officials and scientists continued to participate in a variety of conferences and symposia relating to various aspects of nuclear energy, including the thirteenth general conference of the International Atomic Energy Agency, which was held in Vienna September 23 - 29, 1969. Canada was again designated to hold one of the five seats on the Board of Governors reserved for the members most advanced in the technology of atomic energy, including the production of source materials. Canada has been a member of the Board of Governors every year since the Agency's inception and has given it active support in all of its activities. From 1966 to 1969, Mr. J.A. McCordick, the Canadian Ambassador to Austria, served as Canada's representative on the Board. He will be succeeded early in 1970, both as Ambassador to Austria and as Canadian Governor on the Board, by Mr. N.F.H. Berlis. Canada's representative on the Board provides the principal channel of communication from the Agency to the Department of External Affairs and other departments and agencies of the Government interested in atomic energy matters. As in past years, Canada continued to provide highly-qualified atomic experts to serve on the Agency's staff and to assist the Agency in its technical assistance activities.

Canada's bilateral atomic energy relations with other countries also continued to develop during the year and there were visits and exchanges of atomic specialists with several countries. Uranium sales continued throughout the year as Canadian uranium-mining industries announced arrangements to sell substantial amounts to European and Japanese customers. The Canadian-designed nuclear-power station (CANDU) is attracting growing interest in other countries contemplating the construction of nuclear reactors to generate electrical energy, and Atomic Energy of Canada Limited is active in international competitive bidding in this field. Of particular interest in 1969 was the sale of a 40-megawatt nuclear research reactor by Atomic Energy of Canada Limited to the Chinese Atomic Energy Council in Taiwan. It was the first commercial sale of a reactor since AECL assumed responsibility last year for marketing Canadian reactors abroad. The reactor is under the safeguards system of the International Atomic Energy Agency to ensure it is used for peaceful purposes only. The Taiwan research reactor will be an updated and improved version of the NRX reactor at Atomic Energy of Canada Limited's Chalk River Nuclear Laboratories and the *Cirus* reactor, built co-operatively by Canada and India near Bombay for the Indian Department of Atomic Energy.



Canada continues to attach the greatest importance to the development of adequate international safeguards to ensure that nuclear materials and equipment for peaceful purposes are not used to make nuclear weapons. All Canada's general bilateral agreements relating to the transfer of nuclear equipment and materials provide for such safeguards. A trilateral agreement was concluded in 1969 among Canada, Pakistan and the International Atomic Energy Agency for the application of Agency safeguards on the Karachi Nuclear Power Station, which is a CIDA-sponsored nuclear energy development project. Agreement was also concluded in 1969 with the United States on the transfer of small quantities (up to a net total of ten metric tons) of natural uranium from Canada to the United States, in accordance with Section 21 of the International Atomic Energy Agency's Safeguards System, which allows a cumulative amount of ten tons of uranium to be transferred without safeguards. Under this agreement, the United States guarantees that such uranium received will be used for peaceful purposes only. During the year, safeguards inspections were carried out in accordance with the provisions of Canada's bilateral agreements, and consultations on safeguards matters were held with a number of governments and with the European Atomic Energy Community. Of particular importance in the development of international safeguards during 1969 was the increasing number of states signing and/or ratifying the Non-Proliferation Treaty, which is expected to enter into force early in 1970. Canada was among the first to sign the NPT when it was first opened for signature in 1968, and ratified the treaty on January 8, 1969.

### Science

International activities relating to science are increasing steadily as a result of the growing recognition of the importance of science and science policy in foreign relations. It is the responsibility of the Department of External Affairs to assess the foreign-policy implications of Canada's scientific relations abroad and to assist Canadian science-based departments and agencies in establishing and maintaining relations with their counterparts in other countries and with international organizations such as the OECD. With regard to the OECD, the Science Secretariat of the Privy Council Office has provided Canadian representation on the Committee for Science Policy, while the National Research Council has been particularly concerned with the work of the Committee for Research Co-operation.

The Department of External Affairs was able to help make arrangements for the Senate Special Committee on Science Policy to visit a number of European countries to investigate their approach to problems similar to those faced by Canada in the field of science policy. The OECD reviews the science policies of member states as part of its regular program of work. Qualified outside experts undertook such a review of Canadian science policy with the co-operation of the Canadian science community, including the industrial, university and government sectors. The OECD report was published in December and represents a valuable contribution to an understanding of science in Canada and Canadian science policy.

### International Telecommunications

During the year, the Canadian Government's plans for developing a domestic satellite-communication system went forward. TELESAT Canada, the corporation that will develop and own the system, was established by Act of

Parliament in the autumn of 1969. By the end of the year, a contract for program definition had been entered into. The launching of the Canadian domestic satellite is now planned for 1970.

Canada was represented at the plenipotentiary conference of the International Telecommunications Satellite Consortium (INTELSAT), which was convened in Washington, D.C., in February and March to develop an international agreement relating to definitive arrangements for INTELSAT. The plenipotentiary conference established a preparatory committee, on which Canada was represented, which held three meetings and produced a report that will be considered at the resumed session of the plenipotentiary conference in Washington in February and March 1970. Canada has been a member of INTELSAT since its beginning in 1963 and has played an active part in the development of the existing system, which has five satellites currently in operation over the Atlantic, Pacific and Indian Oceans (with a sixth in orbit but in reserve) providing transoceanic telephone, television relay and data-transmission services. Canada also continued to display its interest in other satellite programs through bilateral and multilateral meetings.

During the year, there was a further expansion of bilateral agreements with other countries on the reciprocal operation of amateur radio equipment. In addition, the Governments of Canada and the United States concluded an Agreement Relating to the Operation of Radio Telephone Stations, which, however, will not come into force until ratification takes place at some future date.

#### Civil Aviation

During the year, Canadian officials concerned with civil air transport, with the representatives of Canadian international airlines, held discussions with representatives of a number of countries relating to the establishment or alteration of international routes flown by Canadian airlines. No new bilateral agreements were signed during the year, but negotiations leading to the conclusion of a bilateral air agreement between Canada and Trinidad and Tobago were held. In addition, at the request of the Government of Israel, preliminary discussions relating to the possible conclusion of a bilateral air agreement were held. Discussions relating to existing agreements were held with civil aviation representatives of Britain, the Federal Republic of Germany, Italy, and the United States. The discussions with German officials led to amendments to the Canada-Federal Republic of Germany agreement. During the year, air-transport agreements between Canada and the Netherlands and Canada and New Zealand were abrogated on the initiative of the other government concerned.

Canadian officials participated in a number of international meetings dealing with hijacking, and in December Canada ratified the Convention on Offences and Certain Other Acts Committed on Board Aircraft (the Tokyo Convention).



## DEFENCE AFFAIRS

The year 1969 witnessed important developments in Canadian defence affairs, centering upon the Prime Minister's statement of April 3 concerning Canada's future defence policy and the role of the Canadian armed forces. The decisions announced in this statement, which were reached after extensive public discussion and debate, represented an important stage in the Government's continuing review of Canada's foreign and defence policies.

Within the Department of External Affairs, responsibility for the defence implications of foreign policy, and thus for the close liaison which is required at all times with the Department of National Defence and other departments active in the defence field, rests with the Office of Politico-Military Affairs, which is divided into the North American Defence and NATO Division and the Peacekeeping and Military Assistance Division. This Office was established in 1968 as a result of a reorganization of the former Defence Liaison (1) Division. As in 1968, the Office continued to be closely involved in the Government's review of foreign and defence policies and was represented on various working groups concerned with this review.

In the area of continental defence, the statement of April 3 indicated Canada's intention to continue to co-operate closely and effectively with the United States in the defence of North America and to endeavor, to the extent feasible, to have those activities within Canada essential to North American defence performed by Canadian forces. The implementation and further definition of this policy, as it would apply to specific issues in the area of Canadian-United States defence relations, was a topic to which close attention was devoted by the Office. An important development within the framework of co-operative North American defence arrangements was the announcement on November 14 of an extensive re-alignment of the command and control system of the North American Air Defence, decided upon after consultations between the Canadian and U.S. Governments. One result of the realignment was an assumption of increased command responsibilities within the NORAD system by officers of the Canadian Forces.

The Office continued to provide the External Affairs member and the Secretary of the Canadian section of the Permanent Joint Board on Defence, which held two week-long meetings during the year. The Office also represented the Department at meetings of the Canada-U.S.A. Civil Emergency Planning Committee and maintained liaison with the various Canadian Government departments involved in emergency planning activities.

In the field of NATO affairs, the main development during the year was the Government's decision, announced in its April 3 statement, to reconfirm Canada's adherence to the North Atlantic Treaty but to bring about, in consultation with Canada's allies, a planned and phased reduction of the size of the Canadian forces in Europe. This decision was based on the view that both NATO and Canada within NATO continued to have a significant role to play in the preservation and promotion of



peace. However, the need for Canadian forces in Western Europe of the present size (approximately 10,000 men) required reassessment in the light of the greatly-increased ability of Western European countries to provide conventional forces and armaments for their own defence. A related factor was that Canada was the only member of NATO, apart from the U.S., that had been carrying a significant defence burden for the alliance on two continents, i.e., in both North America and Europe, as well as in the area of the North Atlantic Ocean itself.

In addition to assisting in the application and development of the Government's new policy towards NATO, the Office of Politico-Military Affairs continued to furnish guidance to the Canadian Permanent Delegation to NATO in Brussels for the regular meetings of the North Atlantic Council and its committees, as well as for meetings at the ministerial level. The Office co-operated with the Department of National Defence in co-ordinating the extensive consultations held with the NATO authorities throughout the summer concerning the details of Canada's future military contribution to the alliance. The NATO ministers, meeting in Brussels at the end of the year, formally noted the "positive outcome" of these consultations, and the Supreme Allied Commander in Europe expressed the view that the 5,000-man Canadian force that would be remaining in Europe would be able to continue to fulfill a meaningful, though reduced, role in agreed alliance strategy.

During the year, the alliance continued to intensify its efforts to promote *détente* and progress towards a peaceful solution to outstanding problems in Europe. At the ministerial meeting in Washington in April, a program was begun to prepare a list of subjects on which productive East-West negotiations might take place. Detailed studies were conducted and the December ministerial meeting carried the process a stage further by publicly emphasizing the alliance's particular interest in active exploration at an early date of the subject of mutual and balanced force reductions with the Warsaw Pact; the importance of progress on the problem of Germany and Berlin and the potential usefulness of broader East-West co-operation on other topics such as pollution of the environment were also specifically indicated. A Canadian suggestion for the study of procedures for negotiation with the Warsaw Pact countries was taken up in December by the NATO ministers, who decided that a report on the subject should be prepared for the next ministerial meeting.

In the field of arms control, NATO not only intensified its consideration of the subject of balanced force reductions in preparation for possible negotiations but also engaged in detailed consultations on the subject of the limitation of strategic arms, to assist the United States in preparing the ground for the important negotiations on this question with the Soviet Union, which opened in Helsinki in November. Consultations were also held in NATO with a view to facilitating progress on other current arms-control issues such as the demilitarization of the seabed.

A new dimension was imparted to NATO activities as a result of a decision in November to set up a Committee on the Challenges of Modern Society to assist member states in exchanges of views and experience on the problems of the environment and stimulate co-operative actions in this increasingly important field. The Committee held its first meeting in December.

During the period under review, Canada's largest peacekeeping commitment remained the provision of a sizable contingent to the United Nations force in Cyprus. At the end of the year, there were approximately 560 Canadians serving with the Force and, pursuant to the extension of UNFICYP's mandate by the Security Council, the Government agreed that Canadian participation be maintained. While conditions on the island remained relatively stable throughout the year, progress towards a political settlement of the problem was discouragingly slow. Nevertheless, a positive factor was the recognition of all parties to the dispute that the inter-communal negotiations should continue, and the presence of the United Nations force was regarded as an important factor in preserving conditions in which these talks could be pursued. Canada also continued to provide military observers for the United Nations Truce Observation Organization in the Middle East, and military observers and aircrew for the United Nations Military Observer Group in India and Pakistan.

The programs of military assistance that Canada has conducted during the present decade in response to requests from a group of developing countries diminished in size in 1969. This trend will continue as the program in Tanzania is wound up in the beginning of 1970 when its original five-year term is completed. Under this arrangement Canada has, through training in its defence establishments and by the provision of a training and advisory team in Tanzania, assisted that country in the development of its armed forces and has provided it with a military air-transport wing. The other Canadian Armed Forces military assistance team abroad, operating in Ghana, continued at the same level as in 1968 and its work was supplemented by the provision of training in Canada for a few selected members of the Ghanaian armed forces. Within the framework of the military assistance program as a whole, approximately 103 members of the armed forces of ten developing countries received courses in Canada during the year. With the phasing-out of major programs, military assistance activities by Canada will be further restricted in the coming period as a result of measures being undertaken to contain governmental expenditures.

As in the past, the Department continued to assist the National Defence College through the provision of a senior officer to serve as a member of the directing staff and by helping with arrangements for the College's annual North American and overseas tours. In addition, the Office of Politico-Military Affairs arranged to provide officers of the Department to lecture to the College and other Canadian Armed Forces training establishments on various aspects of international affairs. The Office also performs a liaison function in making arrangements for visits to other countries by Canadian naval vessels and arranging for clearances for military overflights and landings.

In 1969 the former Defence Liaison (2) Division was redesignated the Security and Intelligence Liaison Division. Besides providing a channel of communications with the national security authorities on matters of common concern, the Division provides a self-contained unit responsible for organizing and monitoring departmental security at home and abroad. The Division also serves as a co-ordinating link with other departments and agencies which are concerned with the analysis of intelligence data.



## ARMS CONTROL AND DISARMAMENT

"No single international activity...rates higher priority in the opinion of this Government than the pursuit of effective arms-control and arms-limitation agreements," the Prime Minister declared in the House of Commons on October 24, 1969. This statement of Canadian priorities and the role Canada intends to play in arms-control and disarmament deliberations was reflected in the work of the Arms Control and Disarmament Division and in intensified Canadian efforts to meet what the Secretary of State for External Affairs described in his address to the United Nations General Assembly on September 29, 1969, as the supreme challenge of finding "something better than the balance of mutual fear and deterrence on which the present uneasy structure of global security rests".

New horizons were opened with the beginning of talks between the United States and the Soviet Union on the limitation of strategic armaments, and some substantial progress was made in negotiations toward a treaty to establish arms control on a potential nuclear weapons frontier -- the seabed and deep-ocean floor. Canadian membership in NATO provided opportunities to participate in consultations on the strategic-arms limitation talks and in preparation for a NATO proposal of balanced force reductions in Central Europe. Canadian delegations to the Geneva Disarmament Committee and to the United Nations General Assembly played an active role in negotiations and discussions concerning arms control on the seabed, a comprehensive nuclear test ban, and protocols to supplement the Geneva Protocol of 1925 prohibiting chemical and biological warfare.

Strategic Arms Limitations Talks (SALT)

The most significant arms-control development of the year was the holding of preliminary meetings in Helsinki from November 17 to December 22 between delegations of the United States and the Soviet Union. The purpose of these meetings was to explore and prepare the ground before entering into negotiations about limiting strategic nuclear weapons. It is significant that the two major nuclear powers agreed to hold formal talks on these critical questions beginning in Vienna on April 16, 1970.

Although Canada is not, of course, a participant in these bilateral discussions between the United States and the Soviet Union, Canadian views and interests were made known and an opportunity to exert influence was provided in the North Atlantic Council during intensive United States consultations with its allies.

Nuclear Non-Proliferation Treaty (NPT)

Canada deposited its instruments of ratification of the Non-Proliferation Treaty on January 8, 1969 -- the first "near-nuclear" nation to do so. In taking this action to ratify the treaty, which seeks to prevent the proliferation of nuclear weapons and of the capability to acquire them, Canada urged similar action by other states in order to bring the treaty into force as soon as possible. By the end of 1969, some 94 nations had signed



the treaty and 23 had formally ratified it (not including the United States and the Soviet Union, which had not actually deposited their instruments of ratification). Ratification by a total of at least 43 states will be required in order to bring the treaty into force.

#### Geneva Disarmament Committee

In 1969 eight new members (Argentina, Hungary, Japan, Mongolia, Morocco, the Netherlands, Pakistan and Yugoslavia) were added to the Geneva Disarmament Committee in response to pressure at the UN General Assembly for wider participation in arms-control and disarmament negotiations. The name of the Committee was changed from the Eighteen-Nation Disarmament Committee (ENDC) to the Conference of the Committee on Disarmament (CCD). The Committee devoted most of its two sessions in 1969 (from March 18 to May 23 and from July 3 to October 30) to the consideration of three major arms-control questions: a treaty to prevent the extension of the nuclear-arms race to the seabed and deep-ocean floor; chemical and biological warfare; and proposals concerning the prohibition of all nuclear-weapons tests, including those underground. In all of these deliberations Canada played a prominent part.

#### Seabed Arms Control Treaty

Separate draft seabed and arms-control treaties were submitted by the Co-chairmen of the Geneva Committee (the United States and the Soviet Union). The Soviet Union's draft provided for the complete demilitarization of the seabed beyond a 12-mile zone contiguous with coastal states. The United States draft specified the prohibition of nuclear weapons and weapons of mass destruction on the seabed beyond a three-mile coastal zone. Canada suggested, as a compromise which was also designed to safeguard the interests of states such as itself with extensive coast lines:

- (a) prohibition of the emplacement outside a 12-mile coastal zone of all nuclear weapons, all weapons of mass destruction and a specific list of other offensive weapons, installations and activities;
- (b) an additional 200-mile defensive security zone in which the full scope of the prohibitions would be applied but in which unprohibited military activities could be undertaken only by the coastal state or with its explicit consent;
- (c) verification procedures that would assure all countries through adequate inspection provisions that the treaty was not being violated.

The prohibitions which were eventually agreed upon by the United States and the Soviet Union and embodied in the Co-chairmen's joint draft treaty were less comprehensive than Canada had suggested. Nevertheless, modifications were incorporated in the draft to accommodate some of the views expressed in the Committee by Canada and other members. Canadian efforts then focused on the need for more adequate verification procedures, which were necessary to make the treaty an effective and respected international instrument and to protect the rights of coastal states on their

continental shelves. Canada submitted a working paper to the Committee outlining an adequate verification system, and, in the First Committee, at the twenty-fourth session of the United Nations General Assembly, our suggestions were tabled as an amendment to the verification article of the Co-chairmen's joint draft treaty.

The United States and the Soviet Union did not press at the twenty-fourth General Assembly for a decision concerning the adoption of their joint draft, with or without the amendments suggested by Canada and other member states. Consequently, the task of completing the negotiation of a seabed arms-control treaty remains on the agenda of the Geneva Committee.

#### Chemical and Biological Warfare (CBW)

On July 1, 1969, the Secretary-General of the United Nations released a report prepared with the assistance of a group of experts (including a scientist from Canada's Defence Research Board) concerning the problem of chemical and bacteriological (biological) weapons and the effects of their possible use. This report was undertaken in accordance with a resolution co-sponsored by Canada which had been approved by the twenty-third session of the General Assembly. The report and the Secretary-General's recommendations which accompanied it were considered in the Geneva Disarmament Committee.

On July 10, Britain introduced a draft convention proscribing the development, production and stockpiling of biological weapons; this convention was proposed as a supplement to the Geneva Protocol of 1925, which prohibits only the use of chemical and bacteriological weapons. Although some countries objected to separate consideration of biological agents of warfare, Canada supported the British draft convention on the ground that it should be easier to negotiate a treaty on biological weapons, which have never been used and were not believed to be stockpiled in other than research quantities by any country. Furthermore, the British draft convention in no way precluded parallel consideration of measures designed to prohibit the development, production and stockpiling of chemical weapons. At the twenty-fourth session of the General Assembly, the Soviet Union proposed a draft convention prohibiting both chemical and biological weapons.

In consultation with several other nations, Canada prepared a draft procedural resolution on chemical and biological warfare and introduced this resolution in the First Committee of the twenty-fourth General Assembly. The resolution, which was approved unanimously, referred all proposals back to the Geneva Disarmament Committee for more detailed examination and for recommendations to the twenty-fifth General Assembly concerning measures to reduce or eliminate the threat of chemical and biological warfare.

#### Comprehensive Nuclear Test Ban (CTB)

The Partial Nuclear Test Ban (PTB) treaty of 1963 prohibits nuclear-weapons tests in the atmosphere, in outer space and under water, but it does not prohibit underground nuclear tests. The principal impediment to the achievement of a comprehensive test ban prohibiting testing in all

environments has been the long-standing disagreement concerning whether national means of seismological detection are adequate for verification of compliance with an underground test ban or whether additional international means or procedures must be developed in order to obviate the need for "on-site" inspection. In view of this continuing impasse on verification requirements, proposals introduced in the Geneva Disarmament Committee in 1969 for an immediate underground test ban or moratorium made little progress.

Canada took the initiative in the Geneva Committee and at the twenty-fourth session of the General Assembly by proposing a resolution which invited member states to inform the Secretary-General of the United Nations concerning their seismological observatories that would collaborate in a possible world-wide exchange of seismic data. Such an exchange, if it proves feasible, might eventually assist in determining by seismological means whether shock waves in the earth were produced by an earthquake or by an underground nuclear test and thus might indicate how to achieve an internationally-acceptable means of identifying underground nuclear tests and or prohibiting them under a verified comprehensive test ban. This Canadian resolution was adopted at the twenty-fourth General Assembly by a vote of 99 in favor to seven opposed, with 13 abstentions.

#### Balanced Force Reductions (BFR)

In pursuance of the declaration adopted by NATO Ministers at Reykjavik in 1968 and reaffirmed in Washington in April 1969, the North Atlantic Treaty Organization undertook studies in 1969 to prepare a realistic basis for active exploration of mutual and balanced force reductions in Europe between NATO and the Warsaw Pact organization. Canada played an active role in the advancement of these studies, which by December had progressed sufficiently to permit the establishment of criteria that the ministerial meeting of the North Atlantic Council agreed any such reductions should meet. The ministers agreed that balanced force reductions must be consistent with the vital security interests of all parties, yet must be significant in size and be carried out with adequate verification and control. Further studies of measures that could accompany or follow agreement on balanced force reductions are being conducted and the preparation of possible proposals for force reductions is being pursued.



## VII

### PUBLIC AFFAIRS

#### The Press Office

The Press Office is responsible for relations between the Department and the press, radio and television. It assists the communications media in reporting on Canadian foreign policy and current developments in international affairs, and helps keep the Department informed of news stories and events that could affect its work. The Press Office gives regular briefings to the press and answers questions on important international developments. It facilitates the work of Canadian journalists travelling abroad, including those accompanying the Secretary of State for External Affairs or other representatives of the Government attending conferences. The Press Office arranges for the distribution of press releases, policy statements and speech texts on international affairs, and assists in the preparation of press conferences for the Secretary of State for External Affairs and for distinguished foreign visitors to Ottawa.

The Press Office keeps Canadian posts abroad informed on major news events in Canada and Government policy announcements. Policy statements are sent in English to 62 posts by wire and 24 by air mail, and in French to 22 posts by wire and six by air mail. A nightly bulletin of Canadian news, prepared in English by Canadian Press and in French by Radio Canada, also goes out to posts by wire and air mail. The Press Office provides assistance to posts abroad in dealing with the press in their areas, particularly to Washington, New York, London and Paris, which have press officers as members of the staff.

#### Information Division

##### Operations Outside Canada

The main responsibility for the projection of Canada abroad rests with the Information Division, which assists posts abroad through the provision of a wide range of information materials and encourages them to take advantage of opportunities to disseminate information on Canada. Through the Interdepartmental Committee on Information Abroad, the Division seeks also to co-ordinate the information activities of all government departments with interests abroad.

##### Publications and Photographs

In addition to the periodical publications the *Canadian Weekly Bulletin* and the monthly *External Affairs*, and such non-periodical publications as treaties, state papers and diplomatic lists, the Department produces each year general information publications designed to acquaint the people of other countries better with Canada. *Facts on Canada*, a booklet for school use, was available abroad in 1969 in English, French, Spanish, German, Italian, Dutch, Japanese, Portuguese, Serbo-Croatian, Czech, Russian and Danish. Reprints in English, Dutch and Spanish were in hand, and a Polish version was in production, with reprints in other languages at the planning stage.

The Division ordered supplies of a book entitled *Canada, Past and Present* for use in United States schools, and supplies of the *Canada Handbook* in English and French were despatched to all posts for selective distribution. A Spanish edition of *Canada 1867-1967* was received from the printer. Work neared completion on a new illustrated booklet in color entitled *Let's Look at Canada*, in English, French, Japanese, Czech and Finnish, and plans were made for the production of this publication in several other languages during 1970.

The Department continued during 1969 to distribute photographs, transparencies and photo-features to publishers abroad and to provide photographic material for display purposes.

### Visits Program

The year 1969, the tenth anniversary of the Visits Program of the Department of External Affairs, showed continued growth in the number of foreign journalists, broadcasters and other guests brought to Canada on the recommendation of Canadian diplomatic missions abroad. This year, the increased variety of itineraries designed specifically to accommodate the interests of each visitor is indicative of the new interest on the part of representatives of the foreign press, radio and television to be informed and to write about Canada.

These visitors have been introduced to Canada not only by travel across the country but also by meeting ministers and officials of the federal and provincial governments, members of private corporations and the academic community, and Canadian editors and broadcasters. At one time or another, 70 countries or more have been represented on the Visits Program; the majority of the 500 guests in the past ten years have come from countries with which Canada has always had close relations. However, the Program strives to maintain a certain flexibility commensurate with the changes in and the development of Canada's foreign policy. In addition to the many individual guests, the Department has also arranged programs for a number of group visits, including several critics for the opening of the National Arts Centre, the Carnegie Fellows in Diplomacy, high-school and academic groups from Canada and the United States, information assistants from Canadian posts abroad, labor writers for the fiftieth anniversary of the International Labor Organization, and the Dag Hammarskjold Memorial Fellows from the United Nations.

### Films

The distribution by diplomatic and consular posts of films produced by Canada's National Film Board for the first six months of the year showed 243,347 screenings for audiences totalling 39,884,793.

This compares favorably with activities reported for the same period of 1968, allowing for a slight levelling-off following the exceptional distribution that occurred during the 1967 centennial year. As part of the film program, the demand for French-language films continues to increase as a result of the emphasis being placed on relations with French-speaking countries.

A more widespread use of television stimulated the demand for special films for this medium, and most missions reported increasing interest in Canadian films on the part of broadcasting stations.

One of the highlights of Canada's information activities abroad is the prestige film-showings periodically arranged by posts for viewing by selected audiences. Prestige film showings were presented at Addis Ababa, Bonn, Buenos Aires, Colombo, Djakarta, Hong Kong, Kingston, New York, Seattle, Singapore, Stockholm and Yaoundé.

During the year, the Division assisted the National Film Board and the Canadian Broadcasting Corporation with their activities abroad.

### Exhibits Program

During 1969, the Department's program of exhibits continued at a high level of activity, and preparations were made for the continuation of this operation in succeeding years with the production by the Canadian Government Exhibition Commission of four large portable exhibits.

*Canadian Patterns*, the portable information exhibit first shown in 1968, continued to be used extensively in Australia, Britain, Germany, Japan, Venezuela and Brazil, and will be shown during 1970 in Argentina, Chile and Mexico.

After extremely successful showings for two years in the French-speaking countries of Europe, the information-cultural exhibit *Réalités canadiennes* was shown for the last time at the Lyons Trade Fair in March. To fill the gap left by its withdrawal, work began on a new major exhibit to be used throughout Western Europe.

A great deal of time and effort was put into the largest exhibit project yet undertaken by the Department -- a mobile display consisting of four truck-drawn trailers that will travel through the French-speaking countries of West Africa during 1970. Evening film showings to be held at the exhibit site will provide an additional attraction.

A new information-trade exhibit was produced, making a total of three of these very useful displays. They were shown at trade fairs in Nice, Toulouse, Bordeaux, Poznan, Marseilles, Grenoble and Berlin, as well as at the Nice International Book Festival. The Department co-operated in the information aspects of exhibits sponsored by the Department of Industry, Trade and Commerce in international trade fairs at Lima, Tehran, Brno and Zagreb. Small special exhibits were provided for the Kinshasa International Trade Fair, the Thessaloniki International Trade Fair, and the Carifta Expo 69 in Grenada.

A special small portable exhibit was produced for circulation in the Netherlands, Belgium and France in commemoration of the twenty-fifth anniversary of the liberation of these countries in the Second World War.

The portable exhibit constructed in 1968 for use by the Consulate General in New York was shown a number of times in the states served by this mission. A large and sophisticated exhibit for showing throughout the United States was designed and produced for use in 1970.



Three copies of a new NFB collection of still photographs, *Photography* 69, were purchased and will be circulated in Europe, the United States and Latin America in 1970.

Smaller exhibit and display material, both old and new, suitable for a variety of *ad hoc* requirements, was used by posts around the world. The exhibit *Canada: A Year of the Land*, distributed to many posts on a share basis in 1968, continued to be used by several of them. The display panels on a variety of subjects produced and distributed in 1968 were given additional distribution in order to provide almost all posts with more display material. Filmstrip units employing a horizontally and continually moving filmstrip were sent to a number of posts to supplement existing display material. Large posters with photographs and text on such subjects as history and the arts were also widely distributed.

The Department was represented on the planning committee for Government participation at the World Exposition at Osaka, Japan, from March 15 to September 13, 1970.

### Operations in Canada

In Canada, mainly in answer to public enquiries, the Information Division provides information on the country's participation in world affairs. Statements by ministers and reference papers are issued on various aspects of Canada's external relations. The Division also selects departmental documents of interest to the Cabinet, the National Defence College and other government officials concerning international developments.

### Co-operation with Non-Governmental and Parliamentary Organizations

Throughout the year, co-operation was maintained with non-governmental organizations concerned with Canada's external relations. Financial assistance was given to the Atlantic Council of Canada, a voluntary organization of persons interested in making the North Atlantic Treaty Organization better known in Canada.

A continuous liaison was also provided by the Information Division between the Interparliamentary Relations Branch of the House of Commons and Canadian diplomatic missions with respect to Canadian Parliamentary delegations going abroad. During 1969, these included: the Inter-Parliamentary Union, held in Vienna from April 7 to 13; the fifty-seventh Inter-Parliamentary Conference, New Delhi, October 30 to November 7; the Canada-France Inter-Parliamentary Association, Paris, September 19 to 23; and the NATO Parliamentary Association, October 16 to 21. Representatives of the Commonwealth Parliamentary Association visited Newfoundland from July 13 to 19, and Canadian Parliamentarians attended meetings in Westminster from April 22 to May 20.

The Division also assisted in visits abroad by individual Members of the House of Commons attending other parliamentary association meetings. In 1969, the Information Division played a role as a co-ordinator between the Department of National Health and Welfare, the domestic hockey associations and certain missions abroad in the promotion and organization of

various sports exchanges, notably in ice hockey. During 1969, Montreal and Vancouver were in the process of preparing their formal bids to obtain the 1976 Summer Olympics and the 1976 Winter Olympics respectively, and the Division assisted them in liaison with member countries of the International Olympic Association.

### Academic Relations

The Academic Relations Section is responsible for maintaining contact with university specialists in international relations, Canadian foreign policy and area studies.

In the academic year 1969-70, for the first time, the Department assigned two senior officers to Laval University and the University of Toronto as foreign service visitors. They will use this one-year assignment to do research and to write on subjects of particular interest to them within the general field of Canadian external relations, to develop contacts with members of the academic community and to make appropriate contributions to the study of international affairs.

The Department has also invited a number of academics from Canadian universities to lecture and lead discussions on foreign policy themes at meetings with groups in the Department in Ottawa.

In the early part of 1969, the Department and the Canadian Institute of International Affairs co-operated in organizing a series of three seminars concerned with a policy review of Canadian interests in Europe, the United Nations and Latin America. Plans are being made for meetings of this type in the academic year 1969-70 sponsored jointly by private associations and by the Department.

The Academic Relations Section, which was established in 1967 in order to develop closer relations with the academic community in the fields indicated, continued to carry out liaison visits to universities, to co-ordinate the departmental response to invitations to seminars and speaking engagements, to advise other branches of the Department on some aspects of university relations, to assist in contract research and to deal with various requests for assistance from academics. Copies of a report entitled *Resources for the Study of International Relations in Canadian Universities*, prepared for the Department by the Canadian Institute of International Affairs as background to its academic relations program, were also made available to a number of professors and private associations concerned with external affairs.

These activities have been carried out in accordance with the wishes expressed on various occasions by the present Secretary of State for External Affairs and by his predecessor that there should be close contacts between public servants and interested groups in Canada, such as the academic community, in matters of the advancement of Canadian interests in the world.

## Cultural Affairs Division

The Cultural Affairs Division was created in 1966 to formulate and execute Canada's cultural policies *vis-à-vis* foreign countries in accordance with directives of the Government and in co-operation with Canadian cultural agencies. The Division is organized in four sections: Agreements and Programs, Arts and Letters, Educational Liaison and International Organizations and Conferences.

### Agreements and Programs Section

This Section negotiates agreements with countries designated by the Government, plans exchange programs within the framework of these agreements, prepares the operating budget of the Division, and forecasts the cultural activities and projects of the Department in all parts of the world. Once the programs are established and the objects of each project defined, the administration of the programs and the execution of the projects pass to the other appropriate sections. In performing its functions, the Section maintains the necessary liaison with the Canada Council, the National Arts Centre, the National Film Board, the National Gallery and Museums, the Canadian Broadcasting Corporation, the National Research Council, and other agencies.

Since 1964 the Department of External Affairs has been implementing a program of cultural relations with countries wholly or partly French-speaking. The object of this program, pursuant to Government policy, is to stimulate bilingualism and biculturalism at the national level by promoting exchanges of all kinds with France, Belgium and Switzerland. In 1965 a cultural agreement was signed with France and in 1967 a similar agreement was signed with Belgium. Cultural exchange programs have been instituted with West Germany, Switzerland, Italy and the Netherlands, the lands of origin of many Canadians.

In 1969, an agreement on book exchange was signed with West Germany and an agreement on scientific exchange was signed with France. An agreement on the co-production of films was concluded with Italy.

The Department organized a conference, held in May at Montebello, Quebec, on Canadian cultural relations abroad, at which the Honorable Mitchell Sharp, Secretary of State for External Affairs, was the principal speaker; and a cultural tour was organized in September for the Honorable Gérard Pelletier, Secretary of State, to Britain, Belgium and Italy.

In accordance with the France-Canada Agreement of 1965, Canada participated in a meeting of the Franco-Canadian Joint Commission, held in February in Paris, on general questions of cultural exchanges. Mr. P. André Bissonnette, Assistant Under-Secretary of State for External Affairs, led the Canadian delegation. Canada also took part in a meeting of the Franco-Canadian Scientific Subcommission, held in November in Ottawa, on the terms and numbers of exchanges in 1970 and 1971 and on the possibilities of future development of scientific co-operation. Canada also participated in a meeting of governmental experts, held in Paris, on the equivalence of diplomas. Monseigneur Jacques Garneau, Director-General of the Association of Universities and Colleges of Canada, led the



Canadian delegation. The Department also organized a study tour of Canada for six graduates of the National School of Administration of France, dealing with the theory and practice of public administration throughout Canada.

### Arts and Letters Section

This Section organizes Canadian cultural events abroad and ensures that the projects are of the highest artistic calibre. Moreover, it seeks to assure Canadian representation in foreign libraries by presenting collections of Canadian works, organizing book exhibits and taking part in international book fairs. Finally, it acts as a link between foreign cultural events abroad and the Canadian artistic and literary community by providing cultural information received from Canadian embassies to interested artistic and literary organizations and individuals.

With the administrative and financial support of the Department of External Affairs, the Grands Ballets Canadiens toured the principal cities of Britain, France, Belgium, Switzerland and Italy; the Toronto Symphony Orchestra visited Osaka, Japan, to promote Canada in advance of the opening of Expo 70 in that city; the singer Maureen Forrester and the conductor Jacques Beaudry participated in the Festival du Marais in Paris; the Popular Theatre of Alma, Quebec, represented Canada at the Amateur Theatre Festival of Monaco; the play *Le Quadrillé* by Jacques Duchesne was produced at the Studio Theatre of the Champs-Élysées in Paris; Toronto Workshop Productions staged a play at the Festival of Venice; the Pioneers, a folk-music group from Alberta, took part in the Fifth Popular Folk Arts Festival in Carthage, Tunisia; and Les Mutins de Longueuil, a folk-music group from Quebec, took part in the Thirty-fourth Festival of International Folklore in Nice, France, the Festival of Vaison-la-Romaine, France, and the Festival of the Italian Riviera.

With the administrative and financial support of the Department, a collection of Indian and Eskimo arts, borrowed from 11 Canadian museums, was exhibited in Paris; a collection of paintings by European masters, from several Canadian art galleries, was exhibited in London, Paris, and Florence; and the Canadian arts were represented at the Biennial Festival of the Young and the Gallery of France in Paris by sculptures, paintings, films and music.

The Departmental permanent collection of Canadian art was enlarged under the expert direction of Mr. Luc d'Iberville-Moreau of the Department of External Affairs, formerly Curator of the Montreal Museum of Fine Arts. The collection, which comprises aboriginal and contemporary handicrafts, prints and sculptures, is intended for circulation by Canadian embassies in their countries of accreditation.

With the financial assistance of the Department, the Canadian Book Publishers' Council, of Toronto, and the Superior Book Council, of Montreal, participated in the Brussels Book Fair, Belgium, the Festival of Nice, France, and the American Library Association meeting in Atlantic City, New Jersey; and Mr. J.G. Sylvestre, National Librarian of the National Library, visited counterparts in France, Belgium, West Germany and Italy to arrange book exchanges at the national level.

The Department of External Affairs presented a gift of Canadian books to Zambia to mark the occasion of that country's independence. Moreover, the Department continued its program of presenting Canadian books to foreign institutions of national significance and donated in 1969 book collections to the National Library, Tunis; the Free University of the Congo, Kinshasa; the University of Papua and New Guinea; Makerere University, Nairobi; the University of Umea, Sweden; the Catholic University of Santa Maria, Brazil; the University of Geneva, and the University of Genoa.

The Department sponsored the visit to Canada of a number of foreign journalists to attend the grand opening of the National Arts Centre and part of the Stratford Festival.

#### Educational Liaison Section

This Section provides liaison between national and provincial organizations in educational matters arising from Canada's relations with other countries and its membership in international organizations, such as those of Canada's participation in the Commonwealth Foundation in London, the Commonwealth Education Liaison Committee (CELC) in London, the NATO Cultural Program (research fellowships and visiting professorships), and the ICETEX (Instituto Colombiano de Especializacion Técnica en el Exterior) Scholarship Program with Colombia. The Section also takes part in negotiations on educational exchanges and, since there is no federal department of education, directs to the proper authorities the frequent inquiries received at Canadian embassies about education in Canada. In carrying out its functions, the Section maintains the requisite liaison with the Council of Ministers of Education of the Provinces, the Canadian Education Association, and the Association of Universities and Colleges of Canada.

The Department of External Affairs, on behalf of the Government, awarded grants to the Commonwealth Foundation in London, the Canadian House in Paris, and the Association of Partially or Entirely French-Language Universities in Montreal. The Department also awarded a grant, for the fifth consecutive year, to the German-Canadian Society of Hanover-Cologne, which facilitates the visit of some 50 German university students to Canada during the summer; this program was developed in co-operation with the Department of Manpower and Immigration as a reciprocal gesture for the yearly visit to West Germany of some 400 Canadian students at the invitation of the Government of West Germany.

Within the framework of bilateral exchange programs, Canada makes available each year to certain European countries some scholarships administered by the Canada Council. In 1969, 127 students came to study in Canada from France, 14 from West Germany, 12 from Switzerland, 11 from Belgium, ten from Italy, and eight from the Netherlands.

The Department granted travel subsidies to a number of Canadians invited to visit Britain, France, Belgium and Switzerland to participate in meetings of international cultural interest.

In the sphere of academic exchanges with France, the Cultural Affairs Division of the Department of External Affairs, in co-operation with the Association of Universities and Colleges of Canada, introduced in 1968 a teaching-assistant exchange program through which young Canadians studying French and French students of English might visit France and Canada respectively to assist French teachers in Canada and English teachers in France, at the same time improving their knowledge of the other language. In 1969 the Department sent two teaching assistants from Ontario to France for one year.

Pursuant to the Canada-France Agreement of 1956 on the admission of trainees, three vocational trainees from France came to apprentice in Canada.

#### International Organizations and Conferences Section

This Section ensures Canada's participation in UNESCO activities and in general conferences. On occasion, it also organizes Canadian delegations in liaison with the Science Secretariat of the Privy Council, the National Research Council, and scientific quarters, within the framework of scientific exchange programs.

In 1969 Canada's contribution to the UNESCO budget was \$990,969 (U.S.).

In accordance with the wishes of the fifteenth conference, UNESCO intends to devote increasing attention to the following problems: permanent education; practical literacy; the preservation of traditional, cultural and moral values in the technological age; the future role of youth; and the use of communications methods for the development of cultural exchanges.

The Government of Canada continued its participation in the work of the International Hydrological Decade and of the Intergovernmental Oceanographic Commission.

Canada took part in the eighty-second and the eighty-third sessions of the Executive Board of UNESCO in Paris. Mr. Graham McInnes, Canadian Ambassador and Permanent Delegate to UNESCO, led the Canadian delegation to the former session held in April and May and Mr. R.G. Blackburn of the Department of External Affairs led the Canadian delegation to the latter session held in September and October.

Canada was represented at a meeting of non-governmental experts on the role of communications in society held in May in Montreal. Mr. Alphonse Ouimet, former President of the Canadian Broadcasting Corporation, chaired the meeting, and the Honorable Eric Kierans, Minister of Communications, delivered a keynote speech.

Canada participated in a meeting of governmental experts on international arrangements to promote the use of space communications, held in December in Paris. Mr. Kierans led the Canadian delegation. Canada also took part in a Satellite Communications Conference held in December in Paris. Mr. Kierans led the Canadian delegation and chaired the Conference.



Canada participated in several meetings of the Intergovernmental Copyright Committee, held in February and December in Paris and September-October in Washington. Mr. A.M. Laidlaw, Commissioner of Patents, led the Canadian delegation.

In conclusion, it should be mentioned that the Department works in continuous close co-operation with the Canadian National Commission for UNESCO, to which it belongs *ex officio*.

#### Historical Division

Supplementary to its normal tasks of historical research, compilation and selection of material for publication, problems of access to classified papers and evaluation of historical manuscripts, the Historical Division incorporates Library Services, an Archives Section, and the departmental Press Clipping Service.

The Division publishes a series entitled *Documents on Canadian External Relations*. The first volume, covering the period from the establishment of the Department in 1909 to the end of the First World War, appeared early in 1968. The second volume, dealing with the Paris Peace Conference of 1919, was published in the autumn of 1969. The third volume went to press late in the year and work is well advanced on the next three volumes in the series. During the year, the Department was able to employ a second professional historian to work full-time as editor of a volume of this series.

The Division undertakes historical research as required in support of the activities of the Department and gives assistance to scholars working on official research projects for other government departments, and to private scholars whenever possible.

The Library Services Section makes available to members of the Department, both at home and abroad, books, periodicals and newspapers, government documents, gramophone records and guides for instruction in 22 languages and reference material essential to the conduct of the Department's responsibilities in international affairs. The holdings of books in the main and legal libraries are augmented each year by considerable purchases. The chief expenditure continues, however, to be for periodicals and newspapers, many of them by air subscription, to keep members of the Department informed of events, and important commentaries on events, in complex areas of domestic and international concern.

## VIII

### PROTOCOL

The Protocol Division is the formal channel of communication between the Canadian Government and foreign countries. As such, it is responsible for encouraging diplomatic etiquette between Canada and any other countries that seek to have formal relations with Canada.

This Division makes the necessary arrangements for the official reception and recognition of foreign representatives to Canada. When royalty or distinguished foreign guests arrive, Protocol makes the necessary arrangements and extends Government hospitality either at the official Government guest-house or elsewhere. If heads of mission wish to pay courtesy calls on provincial authorities, the Division will assist in the arrangements. Protocol provides advice and assistance to foreign missions in Canada, answering questions on diplomatic protocol, privileges, immunities and courtesy visas. Whenever problems arise from the application of laws and regulations, Protocol assists in their resolution.

The Protocol Division also deals with matters of the accreditation of Canadian representatives abroad. It prepares credentials for Canadian heads of mission, consular officers and delegations to international conferences. Protocol also deals with foreign honors and awards.

There were 26 heads of diplomatic mission accredited to Canada in 1969. Included in this total were the heads of missions, newly-established in 1969, from Singapore, Malta, Jordan and Burundi. Tunisia, which has been accredited to Canada from New York, has established a resident Embassy in Ottawa. The heads of mission accredited in 1969 were from Dahomey, Finland, Israel, Trinidad and Tobago, Morocco, El Salvador, Republic of Congo (Brazzaville), Guinea, Japan, Austria, Australia, Venezuela, the United States of America, Tunisia, Sweden, Switzerland, Ceylon, Nepal, Botswana, the Holy See, the Dominican Republic and India.

#### Visits and Hospitality

During the year, with the reorganization of the Protocol Division, responsibility for all hospitality arrangements, including those not part of a state or official visit, were assigned to the former Visits Section, which was renamed Visits and Hospitality Section. The operation of the Government's guest-house, 7 Rideau Gate, was also placed under the direction of this section.

#### Visits

The Government Hospitality Committee, which is responsible to the Secretary of State for External Affairs, and the Division's Visits and Hospitality Section are concerned with arrangements for visits to Canada by leaders and senior officials of other countries and of international organizations, for the extension of hospitality and for their comfort and safety.

During 1969, the Government Hospitality Committee and the Visits and Hospitality Section, in collaboration with the appropriate divisions of

the Department, made or assisted with arrangements for 55 visits to Canada by heads of state, government leaders and senior officials of foreign governments, as well as heads of international organizations, delegations and other official visitors.

Mr. Richard M. Nixon, President of the United States of America, accompanied by Mrs. Nixon, his daughter, Mrs. John Eisenhower, and her husband, made an official visit to Montreal on July 29, to participate in the St. Lawrence Seaway celebrations.

His Excellency Hamani Diori, President of the Republic of Niger, and Madame Diori, visited Canada in September. The President's itinerary included Ottawa, Montreal, Toronto, Quebec City, Fredericton and Winnipeg. Unfortunately, plans for a visit to several other points in Western Canada were cancelled when the President had to return home unexpectedly.

In late September and early October, the President of Tanzania, His Excellency Julius K. Nyerere, visited Ottawa and Toronto, where he received an honorary degree from the University of Toronto.

The Government Hospitality Committee co-ordinated arrangements for a tour of Canada by His Royal Highness, the Duke of Edinburgh, in support of the Duke of Edinburgh's Award Scheme. The Duke presented awards to the successful candidates in schools and scout and cadet organizations in 12 cities, beginning in Saint John, New Brunswick, on October 16 and ending in Victoria, British Columbia, on October 31.

Mr. J.G. Gorton, the Prime Minister of Australia, accompanied by Mrs. Gorton, made an official visit to Ottawa early in April. Mr. Keith J. Holyoake, Prime Minister of New Zealand, and Mrs. Holyoake, visited Ottawa in September.

The Foreign Minister of the Federal Republic of Germany, Herr Willy Brandt, visited Ottawa in April. Mr. Michael Stewart, Secretary of State for Foreign and Commonwealth Affairs of Britain, accompanied by Mrs. Stewart, made an official visit to Ottawa, Toronto and Montreal in September. His Excellency Andrei A. Gromyko, with Mrs. Gromyko, visited Ottawa early in October, as did the Foreign Minister of Dahomey, Dr. Daouda Barabou, and the Foreign Minister of Gabon, His Excellency Jean Remy Ayoune. On October 10 and 11, the Foreign Minister of Italy, Dr. Aldo Moro, was in Ottawa. Colonel Maung Lwin, Foreign Minister of Burma, visited Ottawa officially from October 14 to 16, after which he paid a private visit to other Canadian cities *en route* to the Colombo Plan Conference in Victoria, B.C.

In November, the Foreign Minister of Central Africa, His Excellency Nestor Kombat-Naguemon, and Mrs. Naguemon, visited Ottawa for three days.

Other distinguished visitors were Mr. Galo Plaza, Secretary-General of the Organization of American States; the Yugoslav Minister of Foreign Trade; Dr. P.-P. Schweitzer, Managing-Director of the International Monetary Fund; Dr. Kristensen, Secretary-General of the General Agreement on Tariffs and Trade (GATT); the Commissioner of the European Economic Community, Mr. J.F. Deniau; Mr. Henry R. Labouisse, Executive Director



of the United Nations International Children's Emergency Fund; Mr. Guillaume Egue, Chief of Protocol of Dahomey, and the crew of the *Apollo XI* spaceship and their wives.

Assistance was also given in making arrangements for a number of private visits to Canada, including that of Her Serene Highness Princess Grace of Monaco, His Royal Highness Crown Prince Hassan Ibn Talol of Jordan, Her Majesty Queen Juliana of the Netherlands, Sir Wilfrid Jacobs, Governor of Antigua, the Deputy Director-General of the Israeli Foreign Ministry, Mr. Michael Comoy, the Honorable David Brand, Premier of the State of Western Australia, and Mrs. Brand, Cardinal Paul Yupin of Formosa, Dr. Herbert Eldermire, Minister of Health of Jamaica, the Lord Chancellor of Britain, Lord Gardiner, and Mr. Jean-Marc Léger, Agency of Cultural and Technical Co-operation.

### Hospitality

The number of hospitality functions, i.e. luncheons, dinners and receptions, arranged during the period under review totalled 125. Of this number 39 were on behalf of the Government Hospitality Committee, 60 were for the Department and 26 for other government departments. Seventy-three of these functions were held at 7 Rideau Gate -- 20 for the Government Hospitality Committee, 27 for the Department and 26 for other government departments and agencies.

## INSPECTION AND AUDIT

The Inspection Service performs both an inspection and a liaison function -- inspection in the sense of examining what is being done at headquarters and at posts, and liaison with the aim of increasing the understanding at headquarters of the professional and personal problems encountered at posts.

More specifically, the Inspection Service, under its terms of reference, is responsible, *inter alia*: not only for ascertaining the extent of compliance with established policies, plans and procedures but also for informing senior management of any cases where adherence to laid-down policy may be detrimental to the total effectiveness of departmental objectives; for helping maintain co-ordination between the purposes of the Department and the operation of the posts by assessing activities against objectives and performance against programs; for assisting in the achievement of effectiveness, efficiency and economy in activities at home and abroad, through review of procedures and identification of problems; for ensuring through operational audit procedures that resources assigned to posts are used in an approved and appropriate manner, accounting obligations are met, and assets are safeguarded from loss and misuse; for estimating the adequacy of physical facilities and conditions of service at posts; for providing advice to the Department on the organization, personnel and policies that are required to enable it to meet its responsibilities and to comply with Government-wide directives; and for reviewing and appraising the soundness, adequacy and application of existing management controls and reports.

During 1968 and 1969, the Inspection Service fulfilled, to the extent that its limited staff resources permitted, the examination of operations at headquarters and at posts. Inspection visits were carried out at over 45 missions and posts in South America, the Caribbean, the United States, Western and Eastern Europe, the Middle East, Africa and the Far East, and follow-up action was initiated on the recommendations resulting from these visits. Certain special studies were also undertaken at headquarters. During 1969, the Head of the Inspection Service was made available on loan to the Treasury Board Secretariat for a six-month period to undertake a study of the development of bilingualism in the Public Service.

## CONSULAR AFFAIRS

All consular matters other than travel documentation are dealt with in Ottawa by the Consular Division; the issuance of passports and other travel documents is the concern of the Passport Division.

## Consular Division

As a consequence of the Department's decision mentioned elsewhere in this report to close some posts abroad as an economy measure, it became necessary to redistribute responsibilities for the provision of consular services in certain territories to other posts. As a result, consular responsibilities with respect to Uruguay were assumed by the Embassy in Buenos Aires, Argentina, with respect to Ecuador by the Embassy in Bogota, Colombia, with respect to the Dominican Republic by the Consulate in San Juan, Puerto Rico, with respect to Nicosia by the Embassy in Tel Aviv, Israel, and with respect to Berlin by the Embassy in Bonn.

The past year has seen a growth in the normal consular work-load, both in the Consular Division and at posts abroad, as a result of the increasing number of Canadians travelling and residing outside of Canada and the increase in the issuance of non-immigrant visas to persons who came to Canada during 1969.

Consular services performed abroad included: issuing and renewing regular and emergency passports; renewing certificates of identity; granting diplomatic and courtesy visas; issuing immigrant and non-immigrant visas and letters of introduction in countries where the Canadian Immigration Service is not represented; providing advice and assistance on matters of citizenship, immigration, tourism, education, marriage and adoption procedures and liability to military service abroad; registering Canadian citizens abroad and providing relief and repatriation for Canadians temporarily distressed or disabled; assisting Canadians under arrest or in detention; advising on cases involving the death of Canadians abroad and protecting Canadian interests in estates; assisting Canadian ships and aircraft and their crews; performing notarial acts, including authentication of legal and other documents; assistance in obtaining copies of birth or death certificates, diplomas, records of pension contributions and other official or personal documents from certain countries; advising and affording consular facilities to persons proceeding to and from Canada under Canadian aid and technical assistance programs; helping locate missing persons; assisting Canadian veterans; dealing with enquiries concerning Canadian customs regulations, taxation, children's allowances, workmen's compensation, vital statistics, the Old Age Security Pension and the Canadian and Quebec pension plans and Medicare; and generally protecting the rights and interests and, in conditions of emergency, securing the welfare and safety of Canadians abroad.

Agreements providing for the elimination of the requirement for a visa for a stay of short duration are in effect with 22 countries. Under these



agreements, Canadian visitors may enter and remain in the country concerned, normally for a period of up to three months. Such privileges are enjoyed by Canadian citizens who travel as tourists to Austria, Belgium, Denmark, Finland, France, the Federal Republic of Germany, Greece, Iceland, Israel, Italy, Japan, Liechtenstein, Luxembourg, Monaco, the Netherlands, Norway, Portugal, San Marino, Spain, Sweden, Switzerland and Turkey. Agreements are also in effect with Iran, the U.S.S.R. and Yugoslavia, which allow Canadians to receive visas free of charge, and with Venezuela at a reduced fee. Visas are not required of Canadians visiting the United States, the majority of Commonwealth countries or territories, the Republic of Ireland, the French overseas departments and St. Pierre and Miquelon, and certain African and Central and South American countries. Canadians visiting the United States and some other Western hemisphere countries do not require passports.

The Consular Division continued to maintain liaison with the Canadian Red Cross Society, the International Committee of the Red Cross and the Commonwealth War Graves Commission.

### Passport Division

Passport services for citizens living in Canada and in countries abroad are co-ordinated by the Passport Office. In addition to ordinary passports, the Passport Office issues special and diplomatic passports to members of government departments and agencies travelling on official business. The Office also issues certificates of identity to stateless persons who for valid reasons are unable to obtain travel documents from their country of origin. On June 4, 1969, Canada acceded to the 1951 Convention Relating to the Status of Refugees, to the 1965 Protocol to that Convention, and to the 1957 Hague Agreement on Refugee Seamen. These instruments impose an obligation on Canada to issue distinctive travel documents to "Convention refugees", and these will also be issued by the Passport Office.

In 1969 a heavy increase in foreign travel by residents of the Western hemisphere led to operational problems in the issuance of passports in most countries, including Canada. The sharp rise in the popularity of charter flights was a complicating factor. Operations in the Passport Office in 1969 were seriously affected not only by the increased demand for service but also by a change in passport requirements implemented in late January 1969. In order to strengthen the security of the Canadian passport the Government decided to require all applicants to produce evidence of citizenship. For the first time, persons born in Canada were required to submit birth certificates. In addition, passports are now valid for a maximum of five years and may not be renewed.

Normal passport service to the public was seriously reduced in the five-month period ending June 30 because of the abnormal increase in the volume of passport mail. The largest volume on record -- 15,596 received in the week ending May 9 -- had averaged 11,112 pieces weekly for the five-month period. Delivery of passports to holders by registered mail was also hampered by the closing-down of the principal domestic airline carrier by strike action in May.

The new requirements led to some categories of applicant finding themselves in unfortunate situations. Difficulties arose with passport applications submitted by some elderly Canadians who had found that a record of their birth did not exist in the records of a provincial registrar of vital statistics. In consequence, these persons found it necessary to apply to a local citizenship office for a certificate of Canadian citizenship. In addition, British subjects born outside Canada who had been permanent residents of Canada (in most instances for many years, but for at least five years before the Canadian Citizenship Act came into force on January 1, 1947, thus making them eligible to receive a certificate of citizenship -- which, however, they did not automatically receive) were required to present such a document to prove their entitlement to a Canadian passport. This was the cause of misunderstanding and delay in the issuance of their passports.

At the time the new requirements came into effect, the Government also announced plans to open branch passport offices in Montreal, Toronto and Vancouver early in 1970. The object is to enable the Department to give improved and more secure service to the travelling public, particularly in areas of Canada where the demand for passport service is greatest. The branch offices are intended primarily to fill the gap in service which the main Passport Office in Ottawa cannot fill because of time and distance.

During the 12-month period ending December 31, 1969, the Passport Office issued 368,175 passports, compared to 284,442 in the previous year. As an indication of this strong growth-rate, 212,253 passports were issued in the five-month period ending June 30, an average of 9,648 documents a week. Stateless persons received 1,100 certificates of identity and 453 were extended in the twelvemonth.

Over the past ten years, the volume of demand for passport services has increased by 173 per cent. Growth in this respect is reflected in the following table of services rendered in the decade:

<u>Year</u>	<u>Passports</u>		<u>Certificates of Identity</u>		<u>Fees Received</u>
	<u>Issued</u>	<u>Renewed</u>	<u>Issued</u>	<u>Renewed</u>	<u>Total Revenue</u>
1960	134,637	18,411	6,004	2,184	\$ 730,605
1961	139,218	19,988	4,387	3,209	746,796
1962	155,363	23,636	2,807	2,728	826,940
1963	164,445	26,964	2,133	1,748	879,930
1964	184,569	32,784	1,854	1,313	989,606
1965	203,571	38,456	1,190	1,003	1,087,191
1966	208,804	42,749	1,699	982	1,129,718

<u>Year</u>	<u>Issued</u>	<u>Renewed</u>	<u>Issued</u>	<u>Renewed</u>	<u>Total Revenue</u>
1967	218,064	46,842	1,551	1,077	1,185,780
1968 *	284,442	57,761	1,383	863	1,500,829
1969 **	368,175	8,061	1,100	453	3,566,100

\* Adjusted final figure

\*\* Preliminary figures subject to final adjustment.



## LEGAL AFFAIRS

The Legal Division provides a legal advisory service to other divisions of the Department on matters of international law relating to Canadian foreign policy, and also serves as the operational arm of the Department for a number of international legal activities. In the former capacity, it provides the Department with advice on public and private international law and maintains liaison on various matters with the Department of Justice, the office of the Judge Advocate General and the legal offices of other government departments. In the latter capacity, it participates in United Nations activities on legal questions, as well as other topics having legal aspects, and has particular responsibility for Canada's position on subjects being discussed by the Sixth (Legal) Committee of the United Nations General Assembly. It also concerns itself in a variety of ways with Canada's role with respect to the development of international law, on traditional legal matters such as diplomatic relations and the law of treaties, as well as newer questions including outer space, the seabed, etc.

The Division is organized into: the Claims Section, concerned with the protection of property and interests abroad of Canadian citizens; the Law of the Sea and General Section, responsible for territorial waters, fishing-zones and the continental shelf, peaceful uses of the seabed, and diplomatic and consular privileges and immunities; the United Nations and Legal Planning Section, dealing with United Nations legal and human rights items, questions regarding the recognition of states and governments and the planning of Canadian policy on legal and quasi-legal questions; and the Treaty and Economic Section, which advises on treaty interpretation questions, assists in the preparation and interpretation of international agreements, assures that treaties entered into by Canada are concluded in accordance with Canada's constitutional procedures, maintains treaty records, registers treaties with the United Nations and is concerned with the legal aspects of Canada's international economic relations.

### Development of International Law

The second session of the United Nations Conference on the Law of Treaties took place in Vienna from April 9 to May 23, 1969. On the final day of the Conference, the 1969 Vienna Convention on the Law of Treaties, containing 85 articles and an annex on compulsory conciliation procedures, was adopted and opened for signature. In addition, the Conference adopted three declarations and two resolutions on questions related to the law of treaties.

The Vienna Convention on the Law of Treaties codifies a broad area of international law on this subject, including some concepts which have only recently been generally accepted in customary international law, such as the prohibition on the use of force to procure the completion of a treaty, and the concept of peremptory norms of customary international law which states are not free to infringe, even by agreement between themselves. Prohibitions on slavery and genocide are examples of such peremptory norms, or rules of "public policy", in international law.

The Vienna Convention marks a major step by the international community in the codification and progressive development of international law in an area, the matter of agreements between states, which is fundamental to the orderly conduct of international relations.

During the twenty-fourth session of the United Nations General Assembly, the Sixth Committee completed its work on the International Law Commission draft articles governing the sending and receiving of special missions. Special missions, also referred to as "ad-hoc diplomacy", consist of government ministers or other representatives sent by the government of one state to conduct official business in another state. The articles adopted by the Sixth Committee were then to go to the General Assembly in the form of a draft convention. It was expected that the Assembly would adopt and open for signature and ratification the Convention on Special Missions in the same way as the conventions on diplomatic and consular relations were adopted by international conferences convened for that purpose.

The 35-member United Nations special committee on the question of defining aggression, of which Canada is a member, met in New York from February 24 to April 3, 1969. As in the past, the Canadian delegation continued to play an active role in Committee deliberations. Near the end of the session, Canada and five other states (Australia, Britain, Italy, Japan and the United States) tabled a draft definition of aggression. The committee thus had before it four proposals -- two submitted by a group of states largely from Africa, Asia and Latin America, one by the Soviet Union, and the one referred to above. Canada also participated actively in the subsequent consideration of this item at the twenty-fourth session of the United Nations General Assembly. It is expected that the Assembly will accept the special committee's recommendation that it convene again in 1970 to resume its work.

In 1969, Canada also maintained its active participation in the study of principles of international law concerning friendly relations and co-operation among states. The United Nations special committee dealing with this subject met in New York from August 18 to September 19. The main items on the agenda were the consideration of the following principles: (1) the non-use of force and (2) equal rights and self-determination of peoples. The committee was able to set out the points of general agreement on the first principle, and on the second to reach agreement on the need to stress the universality of the principle and to indicate the legal consequences deriving therefrom. It is expected that the twenty-fourth General Assembly will decide to ask the committee to meet early in 1970 to complete, to the extent possible, its work on the formulation of all seven principles.

#### Law of the Sea

During 1969, Canada continued its active participation in the work of the UN Standing Committee on the Peaceful Uses of the Seabed Beyond the Limits of National Jurisdiction. The Committee reported to the twenty-fourth session of the United Nations General Assembly concerning the progress it had made in elaborating principles and norms for international co-operation in the exploration and exploitation of the seabed beyond national jurisdiction for the benefit of mankind. The General Assembly



adopted a number of resolutions providing for the further work of the Seabed Committee and concerning the preservation and eventual definition of the area of the seabed in question. The General Assembly also considered the report of the Conference of the Committee on Disarmament concerning the negotiation of a treaty prohibiting the installation of nuclear weapons and weapons of mass destruction on the seabed both within and beyond the limits of national jurisdiction.

With respect to marine pollution, Canada announced its intention of taking the necessary measures for the prevention and control of pollution in Arctic waters; Canada was also an active participant in the International Legal Conference on Marine Pollution Damage held at Brussels in November 1969. With respect to fisheries, Canada established a further series of straight baselines for the measurement of the territorial sea and exclusive fishing-zones off the coasts of Nova Scotia, Vancouver Island and the Queen Charlotte Islands, and announced its intention of amending the Territorial Sea and Fishing Zones Act to provide for the creation of exclusive fishing-zones in certain areas where straight baselines had not been established. In addition, during 1969 Canada continued an exchange of views with a number of countries on various aspects of the law of the sea, and particularly the desirability of holding another United Nations conference to deal with unsettled questions in this field.

#### Peaceful Uses of Outer Space

The Legal Sub-Committee of the United Nations Committee on the Peaceful Uses of Outer Space held its eighth session in Geneva from June 9 to July 4, 1969. No agreement was reached on an acceptable definition of outer space, but some progress was made towards agreement on a draft Treaty on Registration of Space Objects. Once again, however, the Sub-Committee was unable to complete the drafting of a Convention on Liability for Damage Caused by Objects Launched into Outer Space.

The parent Outer Space Committee, meeting in New York in September 1969, made further efforts to reach agreement on the main questions still unresolved and preventing completion of the draft Liability Convention. As a result, some of these issues, dealing with limit of liability and responsibility of international organizations, have been clarified and are very near to agreement, but differences remain on other issues, in particular those related to the question of which law should be applicable in the event of a claim for damages and to the establishment of machinery for the settlement of disputes. In general, the Canadian approach is that the two space powers should take into account as fully as possible the strong desire of the other members of the international community that the Convention provide for relief on an effective and equitable basis when damage has been caused by space objects. For this reason, Canadian delegations both in the Legal Sub-Committee and the parent Outer Space Committee, as well as the General Assembly, have strongly supported the view that the principles of international law and the law of the place where the damage occurred, or, possibly the law of the claimant state, should apply in the event of a claim, and that the Convention should contain provisions for the compulsory binding arbitration of disputes. However, the United States and the Soviet Union have not yet been able to reconcile their different approaches to these questions and Canada



and the other members of the Outer Space Committee will have to continue their efforts to promote an agreement that will meet the requirements of each of the space powers but prove generally acceptable as well.

It is expected that the Legal Sub-Committee will meet again in Geneva during the summer of 1970 and attempt to agree on the key remaining differences concerning applicable law and the machinery for the settlement of disputes.

### Unlawful Seizure of Aircraft

As a result of a decision of the Council of the International Civil Aviation Organization (ICAO) in December 1968, a Legal Sub-Committee on Unlawful Seizure of Aircraft was constituted. The Sub-Committee held two sessions in Montreal in 1969, from February 10 to 21 and September 23 to October 3. Its task was to elaborate a draft international Agreement on Unlawful Seizure of Aircraft. At the conclusion of the second session, a report was issued that included a draft text. The main provisions of this draft Agreement concerned: (a) the definition of unlawful seizure; (b) extension of national jurisdiction over offences; (c) the manner of dealing with offenders; and (d) extradition arrangements.

The Sub-Committee Report has been submitted to the governments of member states of ICAO for their comments. The parent Legal Committee of ICAO is scheduled to meet in Montreal in March 1970 to consider the draft Agreement and the observations on it that will have been received by the Organization. After the Legal Committee has approved an official text, it is expected that ICAO will convene a diplomatic conference in the autumn of 1970 to adopt the new Agreement and open it for signature and ratification.

### Claims

In 1964, it was considered that the time was ripe to make renewed efforts to arrive at lump-sum settlements of the outstanding claims of Canadian citizens against a number of countries. The claims in question arose for the most part from the nationalization of property in Eastern Europe following the Second World War.

The first result of these renewed efforts was the agreement, in June 1964, whereby the Hungarian Government undertook to begin claims negotiations with Canada. Since January 1966, there have been five rounds of negotiations with the Hungarians, the last taking place in Ottawa in October 1969. Considerable progress was made during this latest round, and prospects for an agreement in the near future are good.

In September 1968, distribution was completed to successful claimants of moneys received under the Canadian-Bulgarian Claims Settlement signed in June 1966. The distribution was effected according to the recommendations of Chief Justice Thane A. Campbell, Adviser on Claims under the Foreign Claims (Bulgaria) Settlement. This settlement totalled \$40,000, against which 28 claims were submitted. The Adviser ruled that eight claims be admitted and 20 rejected.

Early in 1965, an understanding was reached with the Polish Government whereby the latter agreed to enter into negotiations with Canada towards a lump-sum settlement of Canadian claims on the basis of principles similar to those applied in settlements Poland has concluded with other countries. Canadians were invited to submit their claims against Poland to the Department, where they were examined, and details were sent to the Polish authorities in 1967. The first round of negotiations was held in Warsaw in the autumn of 1968, and a second round was held in Ottawa in June 1969. It is expected that a third round will be held during 1970. Substantial progress has been made in these negotiations, although no assurance can be given as to the probable date of settlement.

Agreement in principle to negotiate outstanding Canadian claims has also been reached with the Czechoslovak Government, which signed a preliminary agreement in May 1967. Examination of the claims received under this program has now been completed by the Department and a list of claims to be put forward during the negotiations will be presented to the Czechoslovak authorities in December 1969. At the same time, it is proposed to have a general discussion of the guidelines that might apply to the negotiations proper; if all goes well, these negotiations should begin before the end of 1970.

Progress has also been registered with regard to Canadian claims against Romania. In May 1967, Canada achieved an agreement providing for the negotiation of outstanding Canadian financial claims. The first round of negotiations was held in Bucharest in May 1969, and it is anticipated that a second round will be held in the near future. At this stage, it is not possible to predict when a settlement may be reached.

In addition, the Department of External Affairs has raised with the authorities of a number of other countries the claims of Canadian citizens concerning the taking of property without compensation, and regarding other injuries and losses. It has also examined a small number of claims against Canada that other governments have brought to the attention of the Department.

## ADMINISTRATION

## Personnel Branch

The Personnel Branch consists of three divisions -- Personnel Operations, Staff Relations and Compensation, and Personnel Planning and Development.

Personnel Operations Division

The Personnel Operations Division deals with the recruitment, selection, promotion and assignment of all personnel. The Employment Section has work-sharing arrangements with the Public Service Commission for those categories for which staffing authority has not yet been delegated to the Department. The Posting Section is responsible for arranging the assignment of officers, clerks, stenographers, communicators, security guards and specialist personnel as required to units in Ottawa and posts abroad. Some 600 transfers of personnel were handled by this section in 1969. Assignments to diplomatic, consular and other missions abroad of personnel of other government departments are dealt with in another section.

The complex nature of the Department's operations requires highly-qualified personnel as well as specialists in various fields. The majority of the Department's personnel, both officers and support staff, are rotational -- that is to say, they are required to serve abroad as well as in Ottawa. Applicants for the Foreign Service are selected on the basis of merit and must be Canadian citizens who have resided in Canada for at least ten years. Foreign Service Officers and Administrative Trainees must also, in addition, possess a degree from a university of recognized standing. Last year, 38 Foreign Service Officers and 17 Administrative Trainees and Administrative Service Officers were recruited, as well as a small number of specialists in personnel, information and finance.

Staff Relations and Compensation Division

The Staff Relations and Compensation Division deals with all aspects of pay and allowance determination and administration under statutory provisions, Treasury Board regulations or collective agreements. Its responsibilities include the provision of advice to the employer (Treasury Board) on conditions of service that should permit Canadians to serve abroad in a wide variety of circumstances and environments, while promoting good morale and the effective performance of duties. The Division has a Staff Relations Section, which provides liaison with the Treasury Board as the Employer for the Public Service and with staff associations. It advises departmental management on all aspects of staff relations and monitors grievance procedures. The Division is also responsible for the terms and conditions of service of some 800 locally-engaged employees at Canadian missions abroad.



## Personnel Planning and Development Division

The Personnel Planning and Development Division is responsible for the application of position classification standards, the conduct of approved training programs and for manpower planning, including the accounting and reporting of manpower usage.

Two new sections were created in 1969. The Manpower Planning and Forecasting Section has the responsibility for advising senior management on the qualitative and quantitative requirements for manpower in the light of approved program objectives and within the limits of available funds. The tasks which derive from this purpose include the allocation of manpower quotas to organizational elements, the provision of advice on training requirements and the setting of recruiting targets. A Personnel Planning Group was established in the autumn of 1969 under the leadership of an experienced personnel administrator recruited from the Public Service Commission. This group undertakes special projects or conducts studies in any part of the Department with the aim of assisting management in the best use of human resources and in contributing to increased managerial effectiveness.

In 1969, over 1,400 employees of the Department participated in training and development programs operated either by the Department or by other agencies (both public and private) and, in all cases, under Departmental sponsorship or support. Twenty junior officers participated in a seven-week cross-Canada tour program, 300 employees received new employee-orientation training, 35 officers received in-service junior-officer training, 110 wives of rotational officer personnel received Canadian-language training and 145 personnel received Departmental sponsorship to study foreign languages.

## Communications and Information Systems Branch

The Communications and Information Systems Branch consists of three divisions -- Telecommunications, Records Management and Information Systems. Formation of the last Division and the management of the activities of the three Divisions as a branch was recommended by a consultant from the Public Service Commission. The Information Systems Division was established in 1969.

### Telecommunications Division

The Telecommunications Division is responsible for the operational and technical activities of the Canadian Diplomatic Communications System, which provides for the despatch and receipt of messages by telegraph, diplomatic courier and diplomatic mail facilities between Ottawa and posts. It also arranges for the provision of telephone service at headquarters and at posts, conducts training courses for communicators, technicians and other Departmental personnel, and is responsible for purchasing, leasing, installing and maintaining all communications equipment and services used throughout the system. Liaison with other departments and agencies that employ these facilities is a further responsibility.

During 1969, a significant program of modernization of facilities at Ottawa, Washington, New York and major European posts was completed. In the light of the requirement to effect economies in government operations, special emphasis is being given to those aspects of the continuing program of modernizing telecommunications facilities that will achieve maximum reductions in the allotment of financial and personnel resources. Studies of ways and means of improving the distribution, storage and retrieval of telegrams are being carried out in concert with the Information Systems and Records Management Divisions.

#### Records Management Division

This Division is responsible for the effective administration of records operations at headquarters and for the functional control over all records-management activities at posts. The Head of Division is the custodian of all official Departmental files, and as such, is designated Records Manager. It is the responsibility of the Records Manager to work in close liaison with the Dominion Archivist and to act as adviser to Departmental officials in the matter of records management.

The Division's activities include the opening of incoming official mail; the distributing of official mail, correspondence and documents; the analyzing, classifying and indexing of correspondence in such a way as to facilitate ready reference and subsequent retrieval of information; the conducting of training courses in records management; the scheduling of records for retention or destruction; and the providing of a Departmental messenger service.

The *Records Classification Guide*, which has been in use since 1963, was designed to ensure a uniform records classification system at headquarters and at posts. At headquarters, the *Guide* is complemented by file-lists and indexes, the preparation and development of which are centrally controlled. The distribution of a records procedure manual to the Division's decentralized records units and to posts further enhances the uniformity of records operations.

A central control over the work of the Division's various units is maintained by the requirement that periodic operational, statistical and staff performance reports be submitted to the head office. An annual report on the disposal of obsolete records is also required from posts.

During 1969, training courses and orientation lectures on records management were given to 135 members of the Department. Personnel assigned to the Division or posted abroad attended courses that varied in character and duration to meet the needs of the trainees, depending on their qualifications, past experience and future duties. Induction briefings on records functions were conducted for new departmental members, and development lectures were delivered to stenographers who had joined the Department before the orientation program was introduced. Familiarization briefings on the new system of intradepartmental symbols, which was designed in co-operation with the Information Systems and Telecommunications Divisions, were given to 120 members of the Department. Departmental aspects of records management were explained and demonstrated to foreign students visiting Canada under the auspices of the United Nations Institute for Training and Research.



The Division also provided assistance and guidance to various posts regarding the records system and techniques of records management; briefed officers, clerks and communicators proceeding to posts on the disposal of obsolete records; and gave counsel regarding the selection of records personnel for certain posts.

Public Records Order P.C. 1966-1749 issued by the Privy Council on October 1, 1966, required that all departments and agencies submit retention and disposal schedules applying to operational records to the Dominion Archivist by May 1, 1969. This deadline was met and the schedules were submitted to and approved by the Dominion Archivist. The Division is now in the process of applying the schedules to Departmental operational records.

With the creation of new divisions and units in the Department during 1969, demands for records services were again intensified. The Division succeeded in keeping abreast of these new demands because of better-trained personnel, reflected by the records-training program, and also because of the co-operation of records users who indicated much concern for the handling of their correspondence.

#### Information Systems Division

The Information Systems Division is concerned with the needs of the Department for the management of substantive information -- for example, political, social, economic and military messages, letters and reports. The Division will investigate the interrelations between the requirements of officers for information and the ways in which pertinent information may be originated, transmitted, catalogued, abstracted, stored, probed, retrieved, analysed, etc.

The purpose of the Division will be to plan, prototype and progressively implement a system that will recognize the pre-eminence of the human element, while providing systematic and technical support facilities as effective as can be obtained with the available resources.

#### Finance and Administration Branch

The Finance and Administration Branch provides support services to the Department through four divisions -- Central Services, Finance, Materiel Management and Property Management -- and an Organization and Methods Unit. A revised conception of financial management is being introduced in the Department based on the recommendation of a management consultant's report submitted in 1968 and in accordance with the announced Government policy to decentralize management responsibility and to provide an improved framework for relating resource requirements to program plans and objectives. Area comptrollers have been appointed who report to the Director-General, Finance and Administration, and act as budget-control officers and financial-management advisers to the posts and missions abroad. During 1969, the new budgeting procedures were used in preparing the 1970/71 estimates and beginning April 1, 1970, the posts will administer themselves much more autonomously than in the past within their approved programs and budgets.



## Central Services Division

The Central Services Division was organized in April 1968 to provide a variety of common support services to the departmental headquarters. The Division ensures that adequate office space, appropriate furnishings and office equipment are available for divisions now functioning. It is responsible for providing the Department of Public Works with effective guidance on departmental requirements for the new headquarters building.

Through the operation of a Production Services Section, rapid service is provided in reproducing and distributing a range of Government publications bearing varying degrees of security classification. It also records and disseminates policies, procedures and directives through the publication of manuals, circular documents, administrative notices, etc., in both official languages.

The Division is responsible for planning for a Data-Processing Unit to be established in the Department. It co-ordinates the administrative procedures in the opening of new posts and administers headquarters transportation and parking facilities, as well as miscellaneous activities such as first aid, fire prevention and charitable campaigns.

## Finance Division

The Finance Division has two major responsibilities -- the co-ordination and collation of annual departmental program forecasts and estimates for submission to Treasury Board, and the maintenance of specific and general financial controls over all departmental appropriations.

As a result of amendments to the Financial Administration Act during 1969, the Department became responsible for audit and accounting functions previously exercised by the Comptroller of the Treasury. Effective August 1, 1969, the Treasury personnel concerned were transferred to the Finance Division, which will perform the additional functions. These include fiscal accounting and reporting to the Receiver General, cash control, preparation of the departmental section of *Public Accounts*, and the audit of all expenditures to ensure compliance with Parliamentary, executive and departmental policies and regulations. A reorganization of the Division to integrate the new personnel and procedures and to increase efficiency was proceeding at the end of 1969 and was expected to be completed early in 1970.

The Division also provides advice and assistance to other divisions and to posts abroad on accounting and reporting and the interpretation of Government authorities and regulations, arranges payments of assessments to international organizations, administers a working capital advance to finance post operations, provides a complete revenue accounting and collection service, prepares forecasts and special statements as required, and provides a centralized travel arrangements and claims advisory service for departmental personnel.

The Division is developing a new management information system, which will go into operation in 1970 and will provide budget reports and other performance data to all levels of management.

following departments: Industry, Trade and Commerce - 54 posts; Manpower and Immigration - 11 posts; National Revenue - five posts; Department of National Defence - 26 posts. This represents the major portion of Government office accommodation abroad, both with respect to gross area and total cost. Staff housing under Government lease is provided for many other departments at posts where the housing situation is difficult, and at several posts Treasury Board has authorized pooling of accommodation under External Affairs for the purpose of ownership or leasing and management.

The magnitude of the accommodation requirement for the Department of External Affairs can be seen from the tabulation below. The following table indicates the total number of building units involved, with a breakdown into those under Government ownership, under Government lease, and construction projects:

External Affairs -- Government Owned and Leased Accommodation

Type	Total No. Of Units	Government Owned		Government Leased		Value of Construction Projects in Progress and in Planning Stages	
		Units	\$ Value	Units	Annual Rental \$	Units	Approx. Total \$ Value
Office Buildings	83	17	6,300,000	66	2,375,000	13	18,401,000
Official Residences	72	42	10,500,000	32	331,000	6	1,725,000
Staff Housing	1,200	46	2,700,000	402	1,320,000	65	4,460,000
TOTAL	1,355	105	19,500,000	500	4,026,000	84	24,586,000

During the year 1969, there was a continuing program of design, construction, and purchase of buildings overseas. Purchases included one chancery, two official residences and 20 staff-housing units. During the year, there were under design seven chanceries, three residences and two staff complexes. In addition, there are three chanceries and one residence under construction and one chancery and residence were completed during the year. New leases and renewals, partitioning and alterations, were arranged for 12 chanceries, eight official residences and 62 staff-housing units.

## Matériel Management Division

The Matériel Management Division is responsible for the logistic or matériel support of Canadian diplomatic posts throughout the world. For all Government assets other than real property, this responsibility includes the determination of requirements, cataloguing, acquisition, distribution, storage, maintenance and disposal of materiel and acquisition of related services.

The operations at posts abroad include official residences for heads of post, chancery or office accommodations and staff accommodations where these are provided. Requirements include office and residential furniture and furnishings, motor vehicles and technical and special equipment of many kinds. Operations are complicated by the wide variety of climatic, political and geographical conditions under which they are conducted. Climatic conditions may dictate, for example, a wide range of life expectancies for similar items of materiel. Shipping and customs problems are complicated and the geographical dispersal of Canadian posts necessitates accurate knowledge of world-wide supply sources and transportation facilities. For these reasons, the Division has on its staff a number of experienced experts in the technical, automotive and electrical fields, as well as a group of qualified interior designers to ensure the application of the highest possible design standards in space and environmental planning, while at the same time, in the interests of economy, employing the most practical product designs available.

The Division administers a comprehensive third-party liability auto-insurance plan providing coverage for all Canadian Government vehicles operated outside Canada, except those directly involved in military operations, and also acts as the agent abroad for the Crown Assets Disposal Corporation.

During 1969, there was a continuing increase in the number of living accommodations provided for personnel serving abroad under Departmental sponsorship. The opening of new posts in the Vatican and the Ivory Coast required the development of furnishing design schemes, and the acquisition and delivery to site of furniture and equipment.

## Property Management Division

The Property Management Division provides, maintains, operates and manages accommodation at posts abroad for use as offices, official residences and staff housing, either through Government lease or Government ownership. The Division recommends long-range acquisition and construction programs and prepares annual and long-range budget forecasts and special accommodation studies; it conducts a major program of property acquisition through the purchase of buildings or the design and construction of buildings abroad wherever Government ownership proves to be more economical than long-term rental. The Division has developed a comprehensive critical-path network program which will be used in the planning and control of future construction projects abroad.

At External Affairs posts, every effort is made to include other Government departments in common office accommodation. The Department has been successful in most cases and provides offices abroad for the



## Organization and Methods Unit

The Organization and Methods Unit, established in 1964, carries out a continuing review of management and operating procedures within the Department. Major studies completed in 1969 included a study of the Protocol Division which resulted in 120 recommendations, most of which were implemented with consequent improvements in operations and the realization of substantial economies. In another project, an organization structure was developed for the integration into the Finance Division of many functions previously carried out by the Comptroller of the Treasury. New position guides were developed and many new office procedures were proposed to increase the efficiency of the integrated organization. A third large study stemmed from a request by the Passport Office for assistance in establishing a program to implement basic changes in passport requirements announced by the Minister and to organize and staff four branch offices to be opened in 1970.

The consultant staff of the Unit was continuously active throughout 1969 on projects related to the implementation of the new decentralized system of financial management. Assistance was provided to the Materiel Management Division in the development of life-expectancy specifications for materiel assets, of economic guidelines for repair-*versus*-replacement decisions, and of scales of issue for the full range of furnishings and equipment. The Personnel Branch was assisted in the development of procedures and forms to cope with changes brought about by collective bargaining agreements.

The forms-management activity was somewhat curtailed owing to more pressing commitments, but progress continued to be made in this area not only in the redesign of inefficient existing forms but in the study of forms functions, which, in several cases, has enabled two or more existing forms to be replaced by a single new one.

As the year ended, the Unit was co-operating in the departmental effort to reduce operating costs by identifying and carrying out *ad hoc* studies of a wide variety of economy measures. Several recommendations have already been accepted and implemented providing significant savings.

## APPENDIX I

### PUBLICATIONS

#### A. Publications of the Department

The Department of External Affairs issues two free catalogues of its publications -- one for residents of Canada and the other for residents of other countries. Free publications may be ordered from the Information Division, Department of External Affairs, Ottawa, or from Canadian diplomatic and consular posts. Publications for which there is a charge may be ordered from the Queen's Printer, Ottawa.

##### I. Publications Available in Canada and Abroad

*External Affairs:* A monthly bulletin containing articles on subjects of international interest and official statements of Canadian foreign policy. Price: Annual subscription, Canada, the United States and Mexico, \$2.00; other countries, \$2.50. Students in Canada, the U.S. and Mexico, \$1.00; other countries, \$2.50.

*Canada Treaty Series:* Texts of individual treaties, conventions and other agreements between Canada and other countries. Information on prices may be obtained from the Queen's Printer, Ottawa.

*Facts on Canada:* An illustrated booklet, available from the Canadian posts abroad in English, French, Spanish, German, Italian, Dutch, Russian, Japanese, Portuguese, Czech, Polish, Serbo-Croat and Danish.

*Canadian Representatives Abroad:* A bilingual directory of Canadian diplomatic, consular and trade offices abroad. Information concerning the frequency of issue and price of this publication may be obtained from the Queen's Printer, Ottawa.

*Diplomatic Corps and Consular and Other Representatives in Canada:* A bilingual directory of diplomatic missions in Ottawa and consular and other missions throughout Canada. Information concerning the frequency of issue and price of this publication may be obtained from the Queen's Printer, Ottawa.

*Reference Papers:* Background information on various aspects of Canadian affairs; list of papers revised during 1969. (No charge)

No. 50 The Canadian Ministry. (Revised October 1969)

No. 61 The National Research Council of Canada. (Revised April 1969)

No. 69 The Department of External Affairs. (Revised January 1969)

No. 74 Provincial Lieutenant-Governors, Premiers, and Commissioners of Territories. (Revised October 1969)

No. 85 Canada and the International Labor Organization. (Revised July 1969)

No. 87 Canada and the World Meteorological Organization. (Revised July 1969)

No. 88 Canada and ICAO. (Revised July 1969)

No. 93 Canada's Contribution to the United Nations. (Revised August 1969)

No. 123 Canada's Water. (Revised January 1969)

*Official Papers:*

Columbia River Treaty Protocol and Related Documents. Price: Canada, the United States and Mexico, \$3.00.

Report of Disarmament Discussions 1957. Price: Canada, the United States and Mexico, 35 cents; other countries, 40 cents.

The Crisis in the Middle East: October-December 1956. Price: Canada, the United States and Mexico, 75 cents; other countries 85 cents.

Canada and the Korean Crisis 1950. Price: Canada, the United States and Mexico, 25 cents; other countries, 30 cents.

*Statements and Speeches:* Made during 1969 by Canadian Cabinet Ministers and certain other public figures. (No charge)

Rt. Hon. Pierre Elliot Trudeau, Prime Minister:

69/5 The Role of the Commonwealth.

House of Commons,  
January 20

69/7 A Defence Policy for Canada.

Ottawa,  
April 3

69/8 The Relation of Defence Policy to Foreign Policy.

Calgary,  
April 12

69/21 The Problem of Relief for Secessionist Nigeria --  
I.

House of Commons,  
November 25

69/22 The Problem of Relief for Secessionist Nigeria --  
II.

House of Commons,  
November 27

Hon. Mitchell Sharp, Secretary of State for External Affairs:

69/1 Canada's Relations with Europe.

Quebec,  
January 3



69/3	The Role of Middle Powers in a Changing World.	Ottawa, February 20
69/4	NATO in Canadian Perspective.	Calgary, March 1
69/6	The Rule of Law in International Affairs.	Toronto, March 4
69/9	Canada and the Pacific.	Tokyo, April 15
69/10	Toward Justice, Amity, Co-operation and Understanding Among Peoples.	Toronto, May 5
69/11	Canada in the Global Community.	Toronto, June 3
69/13	Latin America and Canada -- Partners in a Hemisphere.	Toronto, August 24
69/14	Canadian Statement in the General Debate of the United Nations.	New York, September 29
69/16	Canada -- A Middle Power in a Changing World.	New York, October 20
69/19	Law and Arms Control on the Seabed.	Toronto, November 5
69/20	Visit to the Middle East.	House of Commons, November 19
Hon. Léo Cadieux, Minister of National Defence:		
69/15	Canada Adopts a New Defence Posture.	Ottawa, September 19
Mr. Jean-Pierre Goyer, Parliamentary Secretary to the Secretary of State for External Affairs:		
69/12	Canada and Latin America -- the Present Juncture.	Toronto, June 12
69/18	Foreign Policy and the Provinces.	House of Commons, October 30
69/23	The Problem of Relief for Secessionist Nigeria -- III.	House of Commons, November 27
69/24	A New Look at Canada and Europe.	Paris, December 10

Hon. Jean-Luc Pepin, Minister of Industry, Trade and Commerce:

69/17 A New Look at the Canada-U.S. Automotive Agreement. Toronto,  
October 23

## 2. Publications Distributed Abroad Only

*Canadian Weekly Bulletin:* A summary of important developments and announcements.

*Reprints:* Articles on Canada and Canadian affairs reproduced from various printed sources. (No charge)

No. 13 "The Story of Rapeseed", NRC Research News, January-February 1969.

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## APPENDIX II

### DEPARTMENTAL PERSONNEL STATISTICS

Comparison of Staff on 31 December 1968 and 31 December 1969:

	<u>1968</u>	<u>1969</u>
<u>Officers</u>		
Ottawa	427	448
Abroad	388	369
<u>Administrative Staff</u>		
Ottawa	741	802
Abroad	<u>725</u>	<u>714</u>
TOTALS	2281	2333
Locally-engaged staff abroad	911	933
Foreign Service Officers recruited	22	42
Other appointments	299	240
<u>Separations</u>		
Foreign Service Officers	22	25
Staff	188	161



## APPENDIX III

### 1. CANADIAN DIPLOMATIC REPRESENTATION

#### A. Embassies<sup>(1)</sup>

Country	City
★ Afghanistan (Pakistan)	
★ Algeria (Switzerland)	
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
★ Bolivia (Peru)	
Brazil	Rio de Janeiro
★ Bulgaria (Yugoslavia)	
★ Burma (Malaysia)	
★ Burundi (Congo, Democratic Republic of)	
Cameroun	Yaoundé
★ Central African Republic (Cameroun)	
★ Chad (Cameroun)	
Chile	Santiago
Colombia	Bogota
★ Congo, Republic of (Congo, Democratic Republic of)	
Congo, Democratic Republic of	Kinshasa
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
★ Dahomey (Nigeria)	
Denmark	Copenhagen
★ Dominican Republic (Venezuela)	
★ Ecuador (Colombia)	
★ El Salvador (Costa Rica)	
Ethiopia	Addis Ababa
Finland	Helsinki
France	Paris
★ Gabon (Cameroun)	
Germany	Bonn
Guatemala	Guatemala City
Greece	Athens
★ Guinea (Senegal)	
Haiti	Port-au-Prince
★ Honduras (Costa Rica)	
★ Hungary (Czechoslovakia)	
★ Iceland (Norway)	
Indonesia	Djakarta

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(1) No resident diplomatic missions maintained in countries marked with an asterisk. The countries named in brackets are those in which accredited Canadian representatives reside.

Country	City
Iran	Tehran
★ Iraq (Iran)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
Ivory Coast	Abidjan
Japan	Tokyo
★ Jordan (Lebanon)	
★ Korea (Japan)	
★ Kuwait (Iran)	
Lebanon	Beirut
★ Libya (Tunisia)	
★ Luxembourg (Belgium)	
★ Malagasy Republic (Ethiopia)	
★ Mali (Senegal)	
★ Mauritania (Senegal)	
Mexico	Mexico City
★ Morocco (Spain)	
★ Nepal (India)	
Netherlands	The Hague
★ Nicaragua (Costa Rica)	
★ Niger (Nigeria)	
Norway	Oslo
★ Panama (Costa Rica)	
★ Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
★ Romania (Yugoslavia)	
★ Rwanda (Congo, Democratic Republic of)	
Senegal	Dakar
★ Somali Republic (Ethiopia)	
South Africa	Pretoria
Spain	Madrid
★ Sudan (United Arab Republic)	
Sweden	Stockholm
Switzerland	Berne
★ Syrian Arab Republic (Lebanon)	
Thailand	Bangkok
★ Togo (Ghana)	
Tunisia	Tunis
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
'United Arab Republic	Cairo
United States of America	Washington
★ Upper Volta (Ghana)	
★ Uruguay (Argentina)	
Venezuela	Caracas
Yugoslavia	Belgrade

## B. Offices of High Commissioners

Country	City
Australia	Canberra
★ Barbados (Trinidad and Tobago)	
★ Botswana (South Africa)	
Britain	London
Ceylon	Colombo
Cyprus	Nicosia
★ Gambia (Senegal)	
Ghana	Accra
Guyana	Georgetown
India	New Delhi
Jamaica	Kingston
Kenya	Nairobi
★ Lesotho (South Africa)	
Malaysia	Kuala Lumpur
★ Malta (Italy)	
★ Mauritius (Tanzania)	
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Islamabad
★ Sierra Leone (Nigeria)	
Singapore	Singapore
★ Swaziland (South Africa)	
Tanzania, United Republic of	Dar-es-Salaam
Trinidad and Tobago(2)	
★ Uganda (Kenya)	
★ Zambia (Tanzania, United Republic of)	

## C. Permanent Delegations to International Organizations

Organization	City
European Communities (Economic, Atomic Energy, Coal and Steel)	Brussels
International Atomic Energy Agency	Vienna
North Atlantic Council	Brussels
Organization for Economic Co-operation and Development	Paris
United Nations	New York
United Nations (Geneva Office)	Geneva
Conference of the Committee on Disarmament	Geneva
United Nations Educational, Scientific and Cultural Organization	Paris
United Nations Industrial Development Organization	Vienna

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(2) Head of post also accredited as Commissioner for Canada in the West Indies (Associated States).



## 2. CONSULAR OFFICES

### A. Consulates General

Country	City
France	Bordeaux
	Marseilles
Germany	Duesseldorf
	Hamburg
Iceland	Reykjavik (Honorary officer in charge)
Italy	Milan
★ Monaco (France)	
Philippines	Manila
United States of America	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

### B. Consulates

Country	City
Brazil	Sao Paulo
Portugal -- The Azores	Ponta Delgada
★ San Marino (Italy)	
United States of America	Cleveland
	Dallas
	Detroit
	Philadelphia
	San Juan (Territory of Puerto Rico)

## 3. TRADE COMMISSIONERS' OFFICES

Country	City
Hong Kong	Victoria

#### 4. MILITARY MISSIONS

Country	City
Germany	Berlin <sup>(3)</sup>

#### 5. INTERNATIONAL SUPERVISORY COMMISSIONS

Country	City
Cambodia	Phnom Penh
Laos	Vientiane
Vietnam	Saigon

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<sup>(3)</sup> The Canadian Ambassador in Bonn continues to be accredited on a non-resident basis as Head of the Canadian Military Mission in Berlin.

## APPENDIX IV

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>(1)</sup>

#### 1. Diplomatic Missions Resident in Canada

Country	Nature of Post
Algeria	Embassy
★ Argentina	Embassy
✕ Australia	High Commissioner's Office
★ Austria	Embassy
Barbados	High Commissioner's Office
★ Belgium	Embassy
★ Brazil	Embassy
★ Britain	High Commissioner's Office
★ Bulgaria	Embassy
Burma	Embassy
Cameroun	Embassy
Ceylon	High Commissioner's Office
★ Chile	Embassy
★ China	Embassy
★ Colombia	Embassy
Congo (Kinshasa)	Embassy
★ Cuba	Embassy
★ Czechoslovakia	Embassy
★ Denmark	Embassy
★ Dominican Republic	Embassy
★ Ecuador	Embassy
Ethiopia	Embassy
★ Finland	Embassy
★ France	Embassy
★ Germany	Embassy
Ghana	High Commissioner's Office
★ Greece	Embassy
Guyana	High Commissioner's Office
★ Haiti	Embassy
Holy See	Apostolic Nunciature
★ Hungary	Embassy
★ India	High Commissioner's Office
★ Indonesia	Embassy
Iran	Embassy
★ Ireland	Embassy

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<sup>(1)</sup> Countries with consulates and trade commissioners in Canada are marked with an asterisk. For more detailed information, see *Diplomatic Corps and Consular and Other Representatives in Canada*.



Country	Nature of Post
★ Israel	Embassy
★ Italy	Embassy
★ Jamaica	High Commissioner's Office
★ Japan	Embassy
★ Korea	Embassy
★ Lebanon	Embassy
Malaysia	High Commissioner's Office
★ Mexico	Embassy
★ Netherlands	Embassy
★ New Zealand	High Commissioner's Office
Nigeria	High Commissioner's Office
★ Norway	Embassy
★ Pakistan	High Commissioner's Office
★ Peru	Embassy
★ Poland	Embassy
★ Portugal	Embassy
★ South Africa	Embassy
★ Spain	Embassy
★ Sweden	Embassy
★ Switzerland	Embassy
Tanzania	High Commissioner's Office
★ Thailand	Embassy
★ Trinidad and Tobago	High Commissioner's Office
Tunisia	Embassy
★ Turkey	Embassy
★ Union of Soviet Socialist Republics	Embassy
United Arab Republic	Embassy
★ United States of America	Embassy
★ Uruguay	Embassy
★ Venezuela	Embassy
★ Yugoslavia	Embassy

## 2. Accredited Diplomatic Missions not Resident in Canada

Country	Nature of Post	Residence
Afghanistan	Embassy	Washington
★ Bolivia	Embassy	Washington
Botswana	Embassy	Washington
Burundi	Embassy	New York
Congo (Brazza-ville)	Embassy	New York
★ Costa Rica	Embassy	Washington
Cyprus	High Commissioner's Office	Washington
★ Dahomey	Embassy	Washington
★ El Salvador	Embassy	Washington
Gabon	Embassy	Washington
★ Guatemala	Embassy	Washington
Guinea	Embassy	Washington

Country	Nature of Post	Residence
Guyana	Embassy	Washington
★ Iceland	Embassy	Washington
Iraq	Embassy	Washington
Ivory Coast	Embassy	Washington
Jordan	Embassy	Washington
Kuwait	Embassy	Washington
Lesotho	High Commissioner's Office	Washington
★ Luxembourg	Embassy	Washington
★ Malagasy Republic	Embassy	Washington
Mali	Embassy	Washington
Malta	High Commissioner's Office	Washington
Mauritania	Embassy	New York
Mauritius	High Commissioner's Office	Washington
Morocco	Embassy	Washington
Nepal	Embassy	Washington
★ Nicaragua	Embassy	Washington
★ Niger	Embassy	Washington
★ Panama	Embassy	Washington
★ Romania	Embassy	Washington
★ Rwanda	Embassy	Washington
Senegal	Embassy	Washington
Sierra Leone	High Commissioner's Office	New York
Singapore	High Commissioner's Office	New York
Somali Republic	Embassy	New York
Sudan	Embassy	New York
Swaziland	High Commissioner's Office	Washington
Togo	Embassy	Washington
Uganda	High Commissioner's Office	New York
Upper Volta	Embassy	Washington

### 3. Countries having Consulates but no Accredited Diplomatic Missions

Honduras  
Liberia  
Monaco  
Philippines  
San Marino

## APPENDIX V

### INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER

#### Committee of the Conference on Disarmament in Geneva

##### Commonwealth

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Agricultural Bureau Executive Council  
Commonwealth Air Transport Council  
Commonwealth Committee on Mineral Processing  
Commonwealth Committee on Mineral Resources and Geology  
Commonwealth Defence Science Organization  
Commonwealth Economic Consultative Council  
Commonwealth Education Liaison Committee  
Commonwealth Forestry Conference and the  
    Standing Committee on Commonwealth Forestry  
Commonwealth Foundation (1)  
Commonwealth Parliamentary Association  
Commonwealth Scientific Committee  
Commonwealth Telecommunications Organization  
Commonwealth War Graves Commission

##### La Francophonie

L'Association Internationale des Parlementaires de  
    Langue Française  
L'Agence de Coopération Culturelle et Technique des Pays  
    Entièrement ou Partiellement de Langue Française

#### North Atlantic Treaty Organization

North Atlantic Council

##### United Nations(2)

##### Councils and Selected Organs of the General Assembly

Board of Trustees of the United Nations Institute for Training  
    and Research  
Executive Committee of the High Commissioner for Refugees  
International Law Commission

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(1) A semi-autonomous organization financially supported by Commonwealth governments.

(2) A more comprehensive list of United Nations bodies of which Canada is a member is available in *Canada and the United Nations 1966*.



Scientific Advisory Committee  
Scientific Committee on the Effects of Atomic Radiation  
United Nations Commission for Social Development  
United Nations Committee on Housing, Building and Planning  
United Nations Committee on the Peaceful Uses of Outer Space  
United Nations Conference on Trade and Development (UNCTAD)  
Trade and Development Board  
United Nations Disarmament Commission  
United Nations Industrial Development Organization (UNIDO)  
United Nations Security Council  
United Nations Special Committee on Peacekeeping Operations

Specialized Agencies and Other Agencies<sup>(3)</sup>

Asian Development Bank  
Food and Agriculture Organization  
Inter-governmental Maritime Consultative Organization  
International Atomic Energy Agency  
International Bank for Reconstruction and Development  
International Civil Aviation Organization  
International Labor Organization  
International Monetary Fund  
International Telecommunication Union  
United Nations Educational, Scientific and Cultural Organization  
Universal Postal Union  
World Health Organization  
World Meteorological Organization

Other Selected United Nations Bodies

Commission on Narcotic Drugs  
Economic Commission for Latin America  
Executive Board of the United Nations Children's International  
Emergency Fund (UNICEF)  
Governing Council of the United Nations Development Program  
Statistical Commission  
UNCTAD-FAO Joint Study Group on Jute, Kenaf and Allied Fibres  
UNCTAD-FAO Joint Study Group on Oil Seeds, Oils and Fats  
United Nations-FAO World Food Program

Canada-Belgium

Canada-Belgium Joint Cultural Commission

Canada-Britain

Anglo-Canadian Ministerial Committee on Trade and Economic Affairs  
Canada-United Kingdom Continuing Committee on Trade and Economic  
Affairs

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(3) During 1968, Canada was elected to the Executive Board of UNESCO and thus is now a member of the executive boards of all these Agencies.

## Canada-France

Canada-France Joint Cultural Commission  
Canada-France Joint Economic Committee  
Canada-France Parliamentary Association

## Canada-Japan

Canada-Japan Ministerial Committee

## Canada-Mexico

Canada-Mexico Joint Committee

## Canada-Tunisia

Canada-Tunisia Joint Committee

## Canada-United States

Canada-United States Balance of Payments Committee  
Canada-United States Committee on Joint Defence (Ministerial)  
Canada-United States Inter-Parliamentary Group  
Canada-United States Joint Civil Emergency Planning Committee  
Canada-United States Technical Committee on Agricultural  
Marketing and Trade Problems  
Great Lakes Fishery Commission  
International Boundary Commission  
International Joint Commission  
International Pacific Halibut Commission  
International Pacific Salmon Fisheries Commission  
Joint United States-Canadian Committee on Trade and  
Economic Affairs (Ministerial)  
Military Co-operation Committee  
North American Air Defence Command  
Permanent Joint Board on Defence  
Regional Planning Group  
Roosevelt-Campobello International Park Commission  
Senior Policy Committee on the Canada-United States Defence  
Production and Development Sharing Program

## Canada-West Indies

Standing Commonwealth Caribbean-Canada Trade and Economic  
Committee

## Colombo Plan

Consultative Committee on Co-operative Economic Development  
in South and Southeast Asia  
Council for Technical Co-operation in South and Southeast Asia

## Commodities

Cotton Textiles Committee  
International Bureau for the Publication of Customs Tariffs  
International Cocoa Study Group  
International Coffee Agreement  
International Copper Study Group  
International Cotton Advisory Committee  
International Lead and Zinc Study Group  
International Rubber Study Group  
International Sugar Agreement  
International Tin Agreement  
International Tungsten Study Group  
International Grains Arrangement 1967  
International Wool Study Group

## Conservational

International Commission for the Northwest Atlantic Fisheries  
International Council for the Exploration of the Sea  
International North Pacific Fisheries Commission  
International Whaling Commission  
North Pacific Fur Seal Commission

## Contracting Parties to the General Agreement on Tariffs and Trade

## Hague Conference on Private International Law

## Inter-American

Inter-American Center of Tax Administrators  
Inter-American Radio Office  
Inter-American Statistical Institute  
Pan-American Institute of Geography and History  
Postal Union of the Americas and Spain

## International Criminal Police Organization

## International Exhibitions Bureau

International Institutions for the Unification of Private Law

## Inter-Parliamentary Union

## Organization for Economic Co-operation and Development

## Permanent Court of Arbitration

## Scientific

International Bureau of Weights and Measures  
International Hydrographic Bureau  
International Institute of Refrigeration



Space Telecommunications

Interim Communications Satellite Committee

Universal Copyright Convention

## APPENDIX VI

### INTERNATIONAL CONFERENCES HELD IN 1969 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial List)

#### A. United Nations Conferences

Governing Council of the United Nations Development Program,  
7th Session, New York, January 9-23; 8th Session, Geneva,  
June 16 -- July 3.

Inter-Governmental Maritime Consultative Organization, Assembly,  
6th Session, London, October 15-30.

International Atomic Energy Agency, General Conference, Vienna,  
September 23-30.

International Civil Aviation Organization, Legal Sub-committee  
on the Unlawful Seizure of Aircraft, Montreal, February 10-21  
and September 23 -- October 3.

International Labor Organization, International Labor Conference,  
53rd Session, Geneva, June 4-26.

International Legal Conference on Marine Pollution Damage,  
Brussels, November 10-28.

United Nations Committee on the Peaceful Uses of Outer Space,  
New York, September 8-12.

United Nations Committee on the Peaceful Uses of the Seabed and  
the Ocean Floor Beyond the Limits of National Jurisdiction,  
1st Session, New York, February 6-7; 2nd Session, New York,  
March 10-28; 3rd Session, New York, August 11-28.

United Nations Conference on the Law of Treaties, Vienna,  
April 9 -- May 23.

United Nations Conference on Trade and Development, Trade and  
Development Board, 8th Session, Geneva, January 21 -- February 10;  
resumed 8th Session, Geneva, May 5-20; 9th and 1st Resumed 9th  
Session, Geneva, September 15-23.

United Nations Educational, Scientific and Cultural Organization,  
Executive Board, Paris, April 28 -- May 16 and September 15 --  
October 10.

United Nations Food and Agriculture Organization, Conference,  
15th Session, Rome, November 8-27.

United Nations General Assembly, 24th Session, New York,  
September 16 -- December 16.

United Nations Industrial Development Organization, Industrial  
Development Board, Vienna, April 24 -- May 15.

United Nations International Children's Emergency Fund (UNICEF),  
Executive Board, Santiago, May 19-26 and May 31.

Universal Postal Union, Congress, Tokyo, October 1 -- November 14.

World Health Organization, 22nd World Health Assembly, Boston,  
July 7-25.

World Meteorological Organization, Geneva, September 1-12.



## B. Other Conferences

Agence de Coopération Culturelle et Technique des Pays Entièrement ou Partiellement de Langue Française, Niamey, February 17-20.

Aircraft Hijacking Conference, Washington, December 16-18.

BIRPI (Bureau Internationaux Réunis pour la Protection de la Propriété Intellectuelle) Conference, Paris, February 3-7.  
Inter-union Co-ordination Committee (Berne and Paris Unions of BIRPI) and Executive Committee of the Conference of Representatives of the Paris Union of BIRPI, Geneva, September 22-26.

Canada-France Joint Commission, 3rd Meeting, Paris, February 18.

Canada-Japan Ministerial Committee Meeting, Tokyo, April 17-18.

Canada-U.K. Continuing Committee on Trade and Economic Affairs, Ottawa, October 23-24.

Canada-U.S.A. Ministerial Committee Meeting, Washington, June 24-26.

Colombo Plan Consultative Committee, Victoria, October 14-21.

Commonwealth Finance Ministers' Meeting, Bridgetown (Barbados), September 25-26.

Commonwealth Meeting of Senior Officials, Bridgetown, September 25-26.

Commonwealth Mining and Metallurgical Congress (9th), London, May 3-24.

Commonwealth Parliamentary Association Meeting, Port-of-Spain, October 4-19.

Commonwealth Prime Ministers' Meeting, London, January 3-16.

Conference of French-speaking Ministers of Education, Paris, December 1-4.

Conference of Ministers of Education of Francophone Countries of Africa and Madagascar, Kinshasa, January 13-18.

Conférence sur la Francophonie, Niamey, February 17-20.

Council of the International Grains Arrangement, London, May 23-24 and November 24 -- December 2.

Inter-American Cultural Council, Port-of-Spain, June 3-10.

Inter-American Economic and Social Council, Port-of-Spain, September 1-13.

Inter-American Specialized Conference on Human Rights, San José,  
April 14-23.

Inter-governmental Oceanographical Commission, General Assembly,  
Paris, September 6-12.

International Association of Geomagnetism and Aeronomy, Scientific  
Assembly, Madrid, September 1-12.

International Association for Hydraulic Research, 13th Congress,  
Kyoto (Japan), August 31 -- September 5.

International Commission for the Northwest Atlantic Fisheries,  
Standing Committee on Regulatory Measures, London, January 27-29.

International Committee on Microbiological Specifications for Foods,  
Dubrovnik (Yugoslavia), May 19-28.

International Conference (1st) on Calorimetry and Thermodynamics,  
Warsaw, August 31 -- September 4.

International Conference (3rd) on Congenital Malformations, The  
Hague, September 7-13.

International Conference (7th) on Health and Health Education,  
Buenos Aires, September 6-13.

International Conference on Safety in Mines Research, Tokyo,  
November 21-25.

International Conference on Tin (2nd), Bangkok, November 17 --  
December 2.

International Conference (4th) on Water Pollution Research, Prague,  
April 21-25.

International Congress (18th) on Aerospace Medicine, Amsterdam,  
September 15-18.

International Council of Scientific Unions, 10th Meeting of the  
Executive Committee, Yerevan (U.S.S.R.), September 29 -- October 6.

International Hydrological Decade Conference, Paris, October 6-11  
and December 8-16.

International Institute for the Unification of Private Law, 20th  
Session, Rome, December 2.

International Lead and Zinc Study Group, 13th Session, Geneva,  
October 6-14.

International Marine and Shipping Conference, London, June 10-20.

International Oceanology Conference, Brighton (England), February  
18-21.

- International Red Cross Conference, 21st Session, Istanbul, September 6-13.
- International Scientific Symposium on Mine Surveying, Geology and Geometry of Mineral Deposits, Prague, August 26-30.
- International Symposium on Hydrometry, Coblenz (Germany), October 27 -- November 1.
- International Symposium of the International Association of Geodesy, Sofia, August 31 -- September 7.
- International Union of Architects, 10th World Congress, Buenos Aires, October 20-23.
- International Union for Child Welfare Congress, Stockholm, September 6-10.
- International Union of Geological Sciences, Antwerp, February 24-26; Budapest, September 9-16.
- International Union of Official Travel Organizations, Sofia, May 14-31.
- International Union of Pure and Applied Chemistry, 25th Conference, Cortina d'Ampezzo (Italy), June 30 -- July 8.
- International Union of Pure and Applied Physics, General Assembly. Dubrovnik (Yugoslavia), September 11-31.
- International Union for Quaternary Research, 8th Congress, Paris, August 30 -- September 5.
- International Telecommunications Satellite Consortium, Plenipotentiary Conference on Definitive Arrangements for, Washington, February 24 -- March 21.
- Law of Treaties Conference, Vienna, April 6-23.
- North Atlantic Treaty Organization, Defence Planning Committee in Ministerial Session, Brussels, May 28; Far East Experts' Meeting, Brussels, March 4-7; Hydrographic Conference, The Hague, June 10-13, Meeting on Arms Control Aspects of the Seabed, Brussels, August 17-20; Ministerial Meetings, Washington, April 10-11, and Brussels, December 3-5.
- Permanent Committee on the Berne Union, Intergovernmental Copyright Committee, Joint Meeting, Paris, December 15-19
- River Plate Group States, Meeting of Foreign Ministers, Brasilia, April 22-25.
- World Peace Through Law, Fourth Bi-annual Conference, Bangkok, September 7-12.



## APPENDIX VII

### INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1969

#### 1. Bilateral

##### Australia

Agreement between the Government of Canada and the Government of the Commonwealth of Australia concerning uninsured and insured parcels. Ottawa April 22, 1969. Entered into force April 22, 1969.

##### Austria

Extradition Agreement between Canada and the Republic of Austria. Signed at Ottawa May 11, 1967. Instruments of Ratification exchanged at Vienna July 31, 1969. Entered into force August 30, 1969.

##### Belgium

Supplementary Extradition Agreement between Canada and Belgium. Signed at Ottawa December 21, 1966. Instruments of Ratification exchanged at Brussels December 12, 1968. Entered into force January 12, 1969.

##### Czechoslovakia

Air Transport Agreement between the Government of Canada and the Government of the Czechoslovak Republic. Signed at Prague March 20, 1969. Entered into force March 20, 1969.

##### Federal Republic of Germany

Agreement between the Government of Canada and the Government of the Federal Republic of Germany concerning the use of the Churchill Research Range. Ottawa July 8, 1969. Entered into force July 8, 1969.

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany concerning the exchange of official publications. Ottawa July 15 and October 23, 1969. Entered into force October 23, 1969.

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany to amend the route schedule to the Air Transport Agreement between the two countries signed September 4, 1959. Bonn December 4, 1969. Entered into force December 4, 1969.

Agreement between the Government of Canada and the Government of the Federal Republic of Germany concerning the pension insurance of persons of non-German nationality locally employed at official missions and posts of the Federal Republic of Germany in Canada. Ottawa December 19, 1969. Entered into force December 19, 1969. To be effective from January 1, 1966.

## France

Exchange of Notes between the Government of Canada and the Government of France concerning the construction, maintenance and operation of a cattle-quarantine station on the territory of St. Pierre and Miquelon. Ottawa April 3, 1969. Entered into force April 3, 1969.

## Greece

Agreement between the Governments of Australia, Canada, India, New Zealand, Pakistan, South Africa and the United Kingdom of Great Britain and Northern Ireland of the one part and the Royal Hellenic Government of the other part concerning the graves of members of the armed forces of the Commonwealth in Greek territory. Athens October 22, 1968. Entered into force June 23, 1969.

## Hungary

Protocol to renew for a period of three years the Trade Agreement between Canada and the Hungarian People's Republic concluded in Ottawa on June 11, 1964. Signed in Budapest August 9, 1968. Entered into force provisionally August 9, 1968. Instruments of Ratification exchanged at Ottawa September 23, 1969. Entered into force definitively September 23, 1969.

## Israel

Extradition Agreement between the Government of Canada and the Government of the State of Israel. Signed at Ottawa March 10, 1967. Instruments of Ratification exchanged in Israel November 19, 1969. Entered into force December 19, 1969.

Exchange of Notes between the Government of Canada and the Government of the State of Israel amending Article 21 of the Extradition Agreement between the Government of the State of Israel and the Government of Canada. Israel February 4, 1969. Entered into force December 18, 1969.

## Malaysia

Agreement between the Government of Canada and the Government of Malaysia for the training in Canada of personnel of the armed forces of Malaysia. Kuala Lumpur December 22, 1969. Entered into force December 22, 1969. To be effective from September 10, 1965.

## Netherlands

Agreement between Canada and the Netherlands for air services between the two countries. Signed at Ottawa June 2, 1948. Notice of termination given by the Netherlands January 8, 1968. Terminated January 8, 1969.

## Peru

Agreement between the Government of Canada and the Government of Peru relating to the terms of financing for the sale of wheat by Canada to Peru. Signed at Ottawa July 4, 1969. Entered into force July 4, 1969.

## Poland

Exchange of Notes between the Government of Canada and the Government of the Polish People's Republic concerning extension of the Long-Term Wheat Agreement between the two countries signed on July 26, 1966. Ottawa October 31, 1969. Entered into force October 31, 1969.

## Singapore

Agreement between the Government of Canada and the Government of the Republic of Singapore for the training in Canada of personnel of the armed forces of the Republic of Singapore. Singapore December 15, 1969. Entered into force December 15, 1969. To be effective from July 2, 1969.

## Sweden

Supplementary Agreement modifying the Agreement between the Government of Canada and the Royal Government of Sweden for the avoidance of double taxation and the establishment of rules for reciprocal assistance in the matter of income taxes, signed at Ottawa on April 6, 1951, as amended by the Supplementary Agreement signed at Stockholm on January 21, 1966. Stockholm October 28, 1969<sup>(1)</sup>

## Switzerland

Exchange of Notes between the Government of Canada and the Government of the Confederation of Switzerland renewing for a period of three years the Agreement of March 6, 1958, concerning co-operation in the peaceful uses of atomic energy. Ottawa April 23, 1969. Entered into force April 23, 1969. To be effective from July 31, 1968.

## Thailand

Exchange of Notes between the Government of Canada and the Government of Thailand constituting a Commercial Modus Vivendi between the two countries. Bangkok April 22, 1969. Entered into force April 22, 1969.

## United States of America

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the application of safeguards to the transfer of small quantities of uranium from Canada to the United States. Washington January 28 and 30, 1969. Entered into force January 30, 1969.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning a special operating program for the Duncan and Arrow storages on the Columbia River system. Ottawa December 30, 1968, and February 26, 1969. Entered into force February 26, 1969.

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(1) Signed subject to ratification.



## United States of America (cont'd)

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning construction of a temporary cofferdam on the Niagara River between Goat Island and the United States mainland. Washington March 21, 1969. Entered into force March 21, 1969.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the temporary additional diversion of Niagara water for power purposes. Washington March 21, 1969. Entered into force May 20, 1969.

Exchange of Notes between the Government of Canada and the Government of the United States of America amending the Agreement of October 6, 1966, concerning the establishment of a meteorological rocket project at Cold Lake, Alberta. Ottawa February 13 and April 24, 1969. Entered into force April 24, 1969.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning pilotage services in the Great Lakes and the St. Lawrence Seaway west of St. Regis (with a Memorandum of Understanding). Washington July 31, 1969. Entered into force July 31, 1969.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning adjustments in flood-control payments in connection with the Duncan and Arrow Dams. Washington August 18, 1969.

Agreement between the Government of Canada and the Government of the United States of America relating to the operation of radio telephone stations. Ottawa November 19, 1969. (2)

## Venezuela

Exchange of Notes between the Government of Canada and the Government of Venezuela extending to October 14, 1970, the Commercial Modus Vivendi between the two countries of October 11, 1950. Caracas October 9, 1969. With effect from October 14, 1969.

## 2. Multilateral Agreements

Agreement regarding the status of personnel of sending states attached to an International Military Headquarters of NATO in the Federal Republic of Germany. Done at Bonn February 7, 1969. Signed by Canada February 7, 1969. (3)

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(2) Signed subject to ratification.

(3) Signed subject to ratification.

Fifth Proces-Verbal extending the Declaration on the provisional accession of Tunisia to the General Agreement on Tariffs and Trade. Done at Geneva November 19, 1968. Signed by Canada February 21, 1969.

Fourth Proces-Verbal extending the Declaration on the provisional accession of the United Arab Republic to the General Agreement on Tariffs and Trade. Done at Geneva November 19, 1968. Signed by Canada February 21, 1969.

Commonwealth Telegraphs Agreements (1948 and 1963) Terminating Agreement. Signed at London January 27, 1969. Entered into force April 1, 1969.

Commonwealth Telecommunications Organization Financial Agreement. Signed at London January 27, 1969. Entered into force April 1, 1969.

Amendments (1967) to the International Convention for the Safety of Life at Sea, 1960, adopted at the fifth regular Assembly of the Inter-Governmental Maritime Consultative Organization. Done at London October 25, 1967. Canada's Instrument of Acceptance deposited June 2, 1969.

Protocol relating to the status of refugees. Done at the United Nations January 31, 1967. Entered into force October 4, 1967. Canada's Instrument of Accession deposited June 4, 1969. Entered into force for Canada June 4, 1969.

International Sugar Agreement, 1968. Done at the United Nations December 3, 1968. Signed by Canada December 19, 1968. Canada's Instrument of Ratification deposited December 23, 1968. Entered into force definitively June 17, 1969.

International Convention on tonnage measurement of ships, 1969. Done at London June 23, 1969. Signed by Canada June 23, 1969.

Protocol on the authentic trilingual texts of the Convention on International Civil Aviation (Chicago, 1944). Done at Buenos Aires September 24, 1968. Entered into force October 24, 1968. Canada's Instrument of Acceptance deposited August 21, 1969. Entered into force for Canada August 21, 1969.

Agreement relating to refugee seamen. Done at The Hague November 23, 1957. Entered into force December 27, 1961. Canada's Instrument of Accession deposited May 30, 1969. Entered into force for Canada August 28, 1969.

Convention relating to the status of refugees. Done at Geneva July 28, 1951. Entered into force April 22, 1954. Canada's Instrument of Accession deposited June 4, 1969. Entered into force for Canada September 2, 1969.

Protocol to the International Convention for the Northwest Atlantic Fisheries relating to panel membership and to regulatory measures. Washington October 1, 1969. Signed by Canada October 10, 1969.

Agreement between the Government of Canada, the Government of the Islamic Republic of Pakistan and the International Atomic Energy Agency for the application of Agency safeguards. Signed at Vienna October 17, 1969. Entered into force October 17, 1969.

Agreement establishing the Caribbean Development Bank. Done at Kingston, October 18, 1969. Signed by Canada October 18, 1969.<sup>(4)</sup>

Exchange of Notes amending the Agreement between the Government of Canada, the Government of Japan and the International Atomic Energy Agency signed June 20, 1966, for the application of Agency safeguards in respect of the bilateral Agreement between the two governments for co-operation in the peaceful uses of atomic energy, signed at Ottawa July 2, 1959. Signed at Vienna November 12, 1969. Entered into force November 12, 1969.

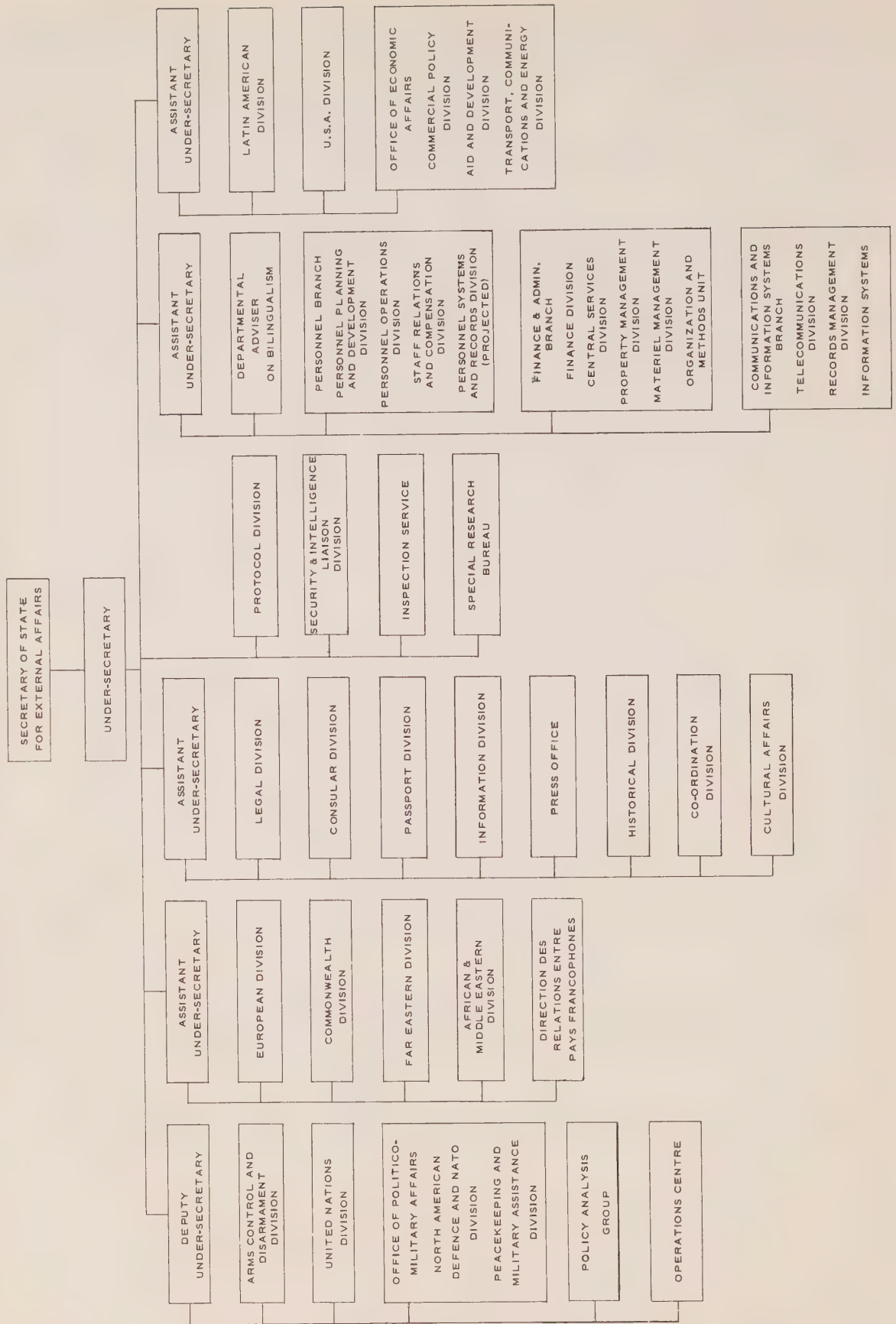
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(4) Signed subject to ratification.



# DEPARTMENT OF EXTERNAL AFFAIRS HEADQUARTERS ORGANIZATION

APPENDIX VIII









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1970  
ANNUAL REPORT  
DEPARTMENT OF  
EXTERNAL  
AFFAIRS





ANNUAL REPORT OF THE DEPARTMENT OF EXTERNAL AFFAIRS, 1970

Please note the following corrections:

Page 34, under the heading "Indonesia", Line 5 -- "\$265 million" should read "\$2.61 million".

Page 108, Appendix III, 1. "Canadian Diplomatic Representation, B. Offices of High Commissioners" -- Cyprus is listed as having a resident Canadian High Commissioner, whereas, in fact, the Canadian High Commissioner was in 1970 resident in Tel Aviv, Israel.







*Report of the Department of*

*EXTERNAL AFFAIRS*

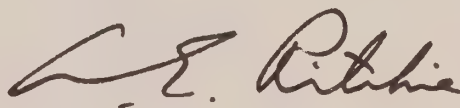
*1970*





The Honourable Mitchell Sharp,  
Secretary of State for External Affairs

I have the honour to submit the annual report of the Department of External Affairs. In accordance with the provisions of the Department of External Affairs Act, it covers the activities of the Department during the calendar year 1970.

A handwritten signature in dark ink, appearing to read "L. E. Ritchie". The signature is fluid and cursive, with a large initial "L" and "E".

Under-Secretary of State  
for External Affairs

Ottawa, February 1971

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## CENTRAL ORGANIZATION AND DIRECTION

In June 1970, the Government published a review of foreign policy in a series of six papers under the general title *Foreign Policy for Canadians*. These papers illustrate how policy has been changing, and how it is likely to go on changing, in the seventies. Such changes have certain consequences for the way in which Canada conduct its foreign operations. In particular, in the words of the foreign policy review, "the Government has decided that there should be maximum integration in its foreign operations that will effectively contribute to the achievement of national objectives".

This decision has a number of important implications for the manner in which foreign operations are developed at home, just as it does for the manner in which they are carried out abroad. While the head of mission abroad would have clear authority over all operations at his mission in accordance with approved operational plans, there must also be a workable mechanism in Ottawa to ensure that the operations are systematically planned, with full account being taken of all the interests they are intended to serve. To this end, the Government has created, at the Deputy Minister level, the Interdepartmental Committee on External Relations, under the chairmanship of the Under-Secretary of State for External Affairs, to provide broadly-based advice in relation to planning and allocating resources to foreign operations and to harmonizing departmental planning with the Government's external interests. In addition, this committee has responsibility for guiding the process of integration.

The headquarters organization of the existing Department of External Affairs has been modified in ways that will enable it to keep pace with steps taken in the direction of integration. A modified organization received ministerial approval late in 1970. It will begin to operate in 1971. The new structure is based on the principle that responsibility for managing approved programs should be delegated with commensurate authority to the operational elements of the departmental organization. It is also designed to ensure the smoothest possible transition to future arrangements involving closer integration of the Government's foreign operations in Ottawa and abroad.

The new headquarters organization will incorporate several relatively new units. Two of these, the Policy Analysis Group and the Operations Centre, were described in last year's Report. A third, the Central Staff, was set up late in 1970. All three units are designed in different ways to ensure that the benefits which will arise from greater delegation of authority are not dissipated through inconsistency and lack of co-ordination and that the organization in general will continue to respond promptly to the needs of Government policy. The first two of these units proved their worth in the course of 1970, the Policy Analysis Group in the final preparation of the foreign policy papers and the Operations Centre in serving as a centre for many of the Government's

operations in several crises, notably the actions resulting from the kidnapping of Mr. James Cross and Mr. Pierre Laporte. The third will become significant as the modified headquarters organization begins to function.

Thus the Department of External Affairs entered upon a period of important organizational change in 1970. This period is likely to continue for several years, at least until the major implications of the Government's decision on the integration of its foreign operations have been worked out.

For the past generation, the Government's foreign operations have, in general, been marked by steady expansion. This expansion has been a reflection both of the development of Canada's overseas interests and of the advent of many new states to independence. While some further expansion of activity in certain specified directions is foreshadowed in the foreign policy review, the next few years are likely to see emphasis on improvements in the way foreign operations are organized to carry policy into effect.



## REPRESENTATION IN INTERNATIONAL ORGANIZATIONS

## United Nations

The United Nations Division provides advice on and co-ordinates the implementation of Canadian policy towards the United Nations and the related family of Specialized Agencies and other bodies. A major function of the Division is to assist in the appointment, briefing and co-ordination of the work of Canadians who participate from time to time in nearly all of these bodies offering an opportunity to advance Canadian policy objectives. In addition to its major co-ordinating responsibility, the Division has a variety of operational responsibilities and serves as the headquarters link with the Permanent Missions in Geneva and New York, as well as with other Canadian missions in respect of United Nations tasks they may discharge.

The United Nations system remains the most ambitious experiment yet made by the international community of states to reconcile the political, economic, social and cultural differences that have so often prevented nations from working together constructively for common ends. At the same time, the United Nations continues to be an accurate reflection of a highly imperfect world in which the wide variety of conflicting views about what is desirable and about how to pursue legitimate aims has made the business of "harmonizing the actions" of nations so conspicuously difficult. In his address opening the twenty-fifth anniversary commemorative session of the United Nations General Assembly, on October 14, 1970, the Secretary of State for External Affairs, the Honourable Mitchell Sharp, drew attention to the broad crisis of confidence in the United Nations that had begun to develop, with peoples and governments everywhere questioning the relevance and the sense of purpose of this experiment in world co-operation. He reminded the Assembly that, if there were considerable shortcomings in the performance of the United Nations, there had been notable achievements in the first 25 years of its existence, and he appealed for concerted action to make still greater progress in the next quarter-century. In the future, as in the past, the United Nations will succeed or fail in accordance with the extent of the determination of its member states to fulfil their commitment to co-operate with one another under the Charter. While lack of success, particularly in respect of keeping the peace, tends to disillusion those who may have expected too much too quickly from the United Nations, there are many encouraging signs that the habit of co-operation is growing in many areas of multi-national activity under the aegis of the United Nations.

It is also encouraging that during 1970 two of the major organs of the United Nations took modest steps to increase their effectiveness. The Security Council decided to hold periodic meetings at which each member of the Council would be represented by a specially-designated representative, possibly a foreign minister. It was considered that such meetings could enhance the authority of the Security Council as the primary instrument for the maintenance of international peace and

security. The Economic and Social Council (ECOSOC), for its part, requested its President to consult informally with members of the Council on ways and means to make that organ a more effective and viable instrument for policy formulation and co-ordination in the economic and social fields.

The year 1970 was coincidentally both the one in which the member states, on the twenty-fifth anniversary of the organization, rededicated themselves to the principles, purposes and obligations of the Charter, and the one in which Canadians re-examined the principles of their own foreign policy. That review reaffirmed that it was a basic premise of Canadian policy to continue actively to strengthen the United Nations system as an effective instrument for international co-operation and, in particular, to improve the capacity of the United Nations to discharge its Charter responsibilities. To ensure that Canadian participation in the United Nations will continue to serve national policy aims, in the light of the changing circumstances in the world and within the world organization itself, and concentrating on the real possibilities for constructive action by governments in the period ahead, 11 major objectives were identified in the United Nations section of the foreign policy review.(1)

The United Nations "family" of institutions has grown immensely since 1945. In addition to the United Nations itself, with all its component organs, committees and agencies, the system includes more than a dozen Specialized Agencies and other major intergovernmental organizations of a similarly more or less autonomous character. Each has its own area of responsibility. Each has an internationally-recruited support staff or secretariat. As the United Nations family of institutions grows in size and complexity, and the annual budgets of each of the component parts steadily mounts, it becomes increasingly important to examine with a critical eye the operational, financial and administrative efficiency of the programs administered within the United Nations system. The placing of Canadians of high calibre in positions of responsibility, and constant vigilance in conjunction with like-minded countries to improve the way in which the resources put at the disposal of the various United Nations organizations are employed, are among the ways Canada seeks to ensure that the experiment will succeed.

The period of most intense activity in any United Nations year is possibly the approximately three months, beginning on the third Tuesday in September, set aside for the annual regular sessions of the General Assembly. The session in 1970 was a particularly busy one, combining as it did the twenty-fifth commemorative session with the regular business of an ordinary session.

Despite initial serious differences of opinion on points of detail, the commemorative session adopted a general declaration on the twenty-fifth anniversary of the United Nations, in which the member states

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(1) Developments relating to some of these objectives are discussed below. Progress in arms control and disarmament and international legal affairs is covered in the separate sections of the Report devoted to those subjects.

rededicated themselves to fulfilling the principles and purposes of the Charter. After many months of arduous preparatory negotiations, this special session also approved an agreement of a comprehensive strategy for a Second Development Decade, described by the General President of the Assembly, Mr. Hambro of Norway, as one of the most important documents ever adopted by any international organization. Finally, the commemorative session approved a declaration on friendly relations and co-operation among member states that will make a useful contribution to the development of international law. The approval of these three declarations marked the culmination of the commemorative session.

When the United Nations again turned to the ordinary business of its twenty-fifth session, progress in a number of areas was recorded, notably: agreement on the treaty prohibiting the emplacement of nuclear and other weapons of mass destruction on the seabed; agreement by all groups on the measures necessary to strengthen international security; and a decision, resulting from a Canadian initiative, to set up a committee to examine and recommend improvements for the General Assembly's procedure and organization.

The twenty-fifth session of the United Nations General Assembly devoted considerable time and attention to Middle Eastern questions. In plenary session, the Assembly debated the general Middle East situation and adopted a resolution calling for the extension of the ceasefire for a further three months and urging the parties to the Arab-Israeli dispute to resume peace talks under the auspices of Ambassador Jarring, special representative of the Secretary-General for the Middle East. At the same time, the Special Political Committee debated the annual report of the Commissioner-General of the UN Relief and Works Agency for Palestinian Refugees, and on its recommendation resolutions were adopted renewing the mandate of UNRWA and establishing a working group to try to find ways of resolving the serious financial problems confronting the Agency. In these and related discussions, the continuing concern of the international community with the situation in the Middle East was underscored.

A development of major significance to the future of the world organization was recorded in respect of the long-standing divisive issue of Chinese representation. For the first time there was a simple majority in the General Assembly for the seating of the People's Republic of China and for the first time Canada voted in favour of this change.<sup>(2)</sup>

Since the Assembly was faced again, at its 1970 annual session, with a formidable agenda of some 100 items, covering every matter of significant political, economic, social, human rights and legal concern to the world community, and also with the special commitments of an important twenty-fifth anniversary occasion, it is not surprising that not all its hopes for progress were fulfilled. In the area of peace and security, it is

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(2) This complex and important subject is considered in greater detail in the section of this Report dealing with the Far Eastern Division.



particularly worrying that the United Nations continues to appear unable to find the formula for meaningful influence in respect of many of the grave problems troubling the relations between nations. Nevertheless an impressive array of achievements can be credited to the twenty-fifth session and encouraging groundwork has been laid for further advances in many fields in the ten-year period that has now opened.

In Canada, a Committee for the Twenty-fifth Anniversary of the United Nations was established early in 1970 to co-ordinate national activities in observance of the anniversary. The Committee selected young Canadian delegates to attend the World Youth Assembly and organized activities designed to draw public attention to the anniversary and to the aims and objectives of the United Nations. These included providing information material and assistance to groups planning commemorative activities and arranging public programs in major cities across the country. In Ottawa, on October 24, United Nations Day, there was a UN flag-raising ceremony on Parliament Hill, attended by the Secretary of State for External Affairs.

### Peace-keeping and Peacemaking

As enunciated in the foreign policy review, it is a continuing objective of Canadian foreign policy to "work towards strengthening the authority of the United Nations, particularly the capacity of the UN to act as a peacekeeping agency for the control of conflict and the mediation of disputes". Throughout 1970, Canada pursued this objective, in part through its participation in the three on-going United Nations peacekeeping operations: the United Nations Military Observer Group in India and Pakistan (UNMOGIP), the United Nations Truce Supervisory Organization in the Middle East (UNTSO) and the United Nations operation in Cyprus (UNFICYP). In December, the United Nations Security Council voted to renew the mandate of the peacekeeping operation in Cyprus for a further six months, extending its life to June 1971. In response to his request, the Secretary-General of the United Nations was advised that Canada would continue its contribution to the operation during the forthcoming six months. Throughout the year Canada also continued to maintain standby arrangements and the training of Canadian forces for possible service with the United Nations.

In the United Nations itself, Canada maintained an active role in the work of the United Nations Special Committee on Peacekeeping Operations, known as the Committee of 33. This Committee continued work during 1970 on the establishment of agreements governing the methodology, including establishment, control, financing and withdrawal, of peacekeeping operations. Canada provided the vice-chairman of the Committee throughout the year and continued to serve on a small working group of the Special Committee engaged in detailed discussions of the rules that should govern UN military observer missions.

Although some progress had been made in the Committee during 1968 and 1969, the past year, in essence, was disappointing. Agreement could not be reached on such key issues as control and financing of peacekeeping operations and it became clear that the Special Committee would not be able to complete during the year its first task, the

establishment of a "model" for military observer missions. In consequence, and in keeping with the intentions elaborated in the foreign policy review, Canada worked actively at the twenty-fifth session of the General Assembly to renew the mandate of the Committee of 33 to ensure the continuation of its important work in the months ahead. In this connection Canadians endeavoured at the United Nations to encourage behind-the-scenes consultations among the great powers on peacekeeping questions, with particular reference to the role of the Security Council in peacekeeping operations and the relation between the Security Council and the Secretary-General. During the twenty-fifth session, Canada co-sponsored a resolution, adopted unanimously, which renewed the mandate of the Committee of 33 for an additional year. This resolution expressed regret that the mandate entrusted to the Committee had not yet been fulfilled and instructed the Committee to intensify its work in 1971 with a view to completing by May 1, 1971, its report on United Nations military observer missions. Canada will continue to serve on the Committee in the year ahead.

### African Questions

Although not a member in 1970, Canada followed with interest the consideration in the Security Council during the year of southern African problems. A considerable amount of the time of the Council during the year was occupied with questions related to southern Africa and it adopted resolutions on Namibia (South West Africa) and Rhodesia, and on incursions into Guinea.

Perhaps the activity of the Security Council that had its most immediate impact in Canada in 1970 resulted from the Council's consideration in July of the question of race conflict in South Africa arising from the policies of *apartheid*. On July 23, 1970, the Council adopted a resolution reiterating its condemnation of the "evil and abhorrent policies of *apartheid*" and, *inter alia*, calling for a strengthening of the arms embargo against South Africa. In 1963 and 1964 the Council had adopted resolutions calling for an arms embargo against South Africa but these resolutions left open the right of states to ship certain kinds of arms to that country. After careful consideration, the Canadian Government announced during the twenty-fifth session of the General Assembly that Canada would adhere to the request contained in the Security Council resolution of July 23 with respect to the provision to South Africa of spare parts and vehicles and equipment for use of its armed forces and military organizations.

At the twenty-fifth session of the General Assembly, Canada's balanced approach to the problems of southern Africa was exemplified in the work of the Canadian delegation in the Special Political Committee and in the Fourth Committee. On the item "The Policies of *Apartheid* of the Government of South Africa", the Canadian delegation supported five of the seven resolutions considered by the Special Political Committee, thus demonstrating Canada's belief in the need for progress against *apartheid* by peaceful means such as the dissemination of information.

The delegation abstained on the resolution calling on all states to implement the Security Council's resolution of July 23, 1970, extending the voluntary arms embargo against South Africa, because the question was under consideration at that time by the Canadian Government.



Subsequently, the Secretary of State for External Affairs announced in the House of Commons on November 2 that Canada would comply with the Security Council's decision.

The delegation also abstained on an omnibus resolution on *apartheid* calling for action in a variety of areas. Canada could not accept this resolution since it overlooked the fact that it was the prerogative of the Security Council to determine whether a situation requiring action under Chapter VII existed and, if so, to decide upon the precise nature of the response required. Since the Security Council had made no such judgment about the situation in South Africa, it was, in the Canadian view, inappropriate for this resolution to suggest Chapter VII action.

In the foreign policy review, the Government announced its intention to increase its contribution to the United Nations Educational and Training Program for Southern Africans as one way of giving more positive expression to the social justice policy theme in the southern African context. Throughout 1970, Canada continued to serve on an advisory committee established by the twenty-third session of the General Assembly to assist and advise in the work of the Program. Canada was gratified to note that progress was made during 1970 in the Advisory Committee in contributing to the effectiveness of the Program and indicated that it looked forward to continuing to serve on the Committee in the year ahead. During the twenty-fifth session, the Canadian delegate to the Fourth Committee confirmed that, subject to Parliamentary approval, the Canadian Government would increase its contribution to the Program in 1971.

The delegation supported the extension of the terms of reference of the United Nations Trust Fund to cover refugees from Namibia and Rhodesia so far as contributions permitted. A new fund, especially for Namibia, was also established with Canadian support.

The delegation opposed the attempt in plenary to reject the credentials of the South African delegation on the grounds that the action was a contravention of the Charter and, moreover, would create a dangerous precedent. The resolution on the Portuguese territories called for a number of steps that Canada considered inappropriate and the delegation therefore abstained, making clear, however, that Canada supported self-determination for the peoples of the territories.

#### Social and Economic Development

In the field of economic and social development two principal items dominated the work of the United Nations Division in 1970 -- the International Development Strategy for the Second Development Decade and the Study of the Capacity of the United Nations Development System prepared by Sir Robert Jackson at the request of the United Nations Development Program.

Canada played a positive role in the drafting of the Strategy and in the negotiations leading to the final text adopted by consensus. While it did not regard the Strategy as a legally binding document, Canada accepted it as a declaration of the will and determination of the United Nations and its members to exert their best efforts to pursue



the aims and objectives contained in it. Canada reaffirmed, *inter alia*, support for the target of 1 per cent of gross national product as an object for the total flow of financial resources to developing countries and accepted, as a new object, the target of .70 per cent of GNP for official development assistance, but has not entered into any commitment to reach these levels by a particular date.

Proposals to improve the capacity of the UN aid system were keenly debated in the United Nations Development Program Governing Council, which has approved them in broad outline, and in the Specialized Agencies, whose continuing contribution to development aid has not yet been clarified in all details. The basic premise, now accepted, is that of a development cycle involving country programming, project formulation, appraisal and approval, implementation, evaluation and follow-up. The most significant innovation within this cycle is the notion of country programming, which presupposes an enhanced leadership role for the UNDP and assumes increased co-ordination in the activities of the UNDP Governing Council and the various Agencies also concerned.

The United Nations Division is charged with the co-ordination of Canadian participation in the work of the Specialized Agencies and other commissions and bodies of the UN system involved in social and economic development. Nearly every government department is associated in one way or another with this vast complex of international activity, while the provinces, and Canadians in many non-governmental capacities, have a lively interest in this area. The Division has special operational duties in respect of ECOSOC, the International Labour Organization, the World Health Organization, the Food and Agriculture Organization and the Commission on the Status of Women, among others.

Members of the Division have followed in an observer capacity the work of the Economic and Social Council, which, among other items considered in 1970, studied problems related to natural resources, edible protein, the human environment, the regional activities of the UN, the creation of an international corps of volunteers for development, assistance in cases of natural disasters and science and technology. These questions were in turn considered by the Second and Third Committees of the General Assembly when the Division was responsible for co-ordinating the instructions to the Canadian delegation.

One of the significant developments in UN activities in the social field was the calling at the end of September of a week-long special session of the Commission on Narcotic Drugs to consider an item entitled "Urgent International Action against the Abuse of, and Illicit Traffic in, Narcotic Drugs and Psychotropic Substances". As a member of the Commission, Canada attended the special session and supported the establishment of a comprehensive plan of integrated action to attack the problem of the abuse of drugs (namely narcotic drugs and psychotropic substances) simultaneously at its three critical points: supply, demand and illicit traffic. The Commission's recommendation that a United Nations Fund for Drug Control be set up by the Secretary-General was approved by ECOSOC and endorsed by the Third Committee of the General Assembly. The resources of the Fund, which is to be made up of voluntary contributions from governmental and non-governmental sources, will be used

for expanding research and information facilities; for planning and implementing programs of technical assistance to countries in the establishment and improvement of national drug-control administrations and enforcement machinery and the training of needed personnel; and for the enlarging of the capabilities and extending the operations of the secretariats of the United Nations drug-control bodies. Canada will also participate in the conference for the adoption of a Protocol on Psychotropic Substances, to be held in Vienna early in 1971.

Canada's role as a member of the Commission on Social Development and the Commission on Narcotic Drugs continued to be one of active support. Canada continues to be a major contributor to the United Nations Children's Emergency Fund and the programs of the United Nations High Commissioner for Refugees.

The work of the Division within the Specialized Agencies and other UN bodies has also been affected by the new Government policy on population, which allows Canada to play a more active role in contributing to the UN system's work in this field.

The Division has also been involved in the field of tourism, coordinating the Government's position on the transformation of the International Union of Official Travel Organizations into the World Tourism Organization (IUOTO), an international organization of intergovernmental character that will be linked by special agreement to the United Nations. The question of Canada's participation in the World Tourism Organization is now under consideration, following the approval of transformation by an extraordinary conference of IUOTO held in Mexico City in September. It is expected that the new organization will play an active role in assisting developing countries in expanding the tourist sectors of their economies.

#### Human Environment

Canada played an active part from the outset in supporting the Swedish proposal for a Conference on the Human Environment in 1972, and has participated fully in the subsequent preparations. The first meeting of the Preparatory Committee was held in New York from March 10 to 20, 1970. The scope of the term "environment" was found to be so vast that the Committee had to cope with an almost overwhelming variety of subjects. It was concluded that the program content of the Conference should cover three subject areas -- environmental aspects of human settlements, rational management of natural resources, and environmental degradation from pollution and nuisances. Natural-resource management is of particular concern to Canada and the recommended multidisciplinary "management approach" reflected Canadian views expressed at the meeting. The question of priorities to be assigned to the list of subject areas was not considered in March but will be the major item for decision at the next formal session of the Preparatory Committee in February 1971.

One of the most important aspects of the 1972 Conference will be the role of developing countries. At an informal session of the Preparatory Committee in November 1970, Canada offered to assist developing countries both financially and through the provision of experts in preparing their



contributions to the Conference. The offer was well received and is now being taken up by some African countries.

Mr. M.F. Strong, formerly President of the Canadian International Development Agency, was appointed Secretary-General for the UN Conference in November. The release of a senior public servant to take this job clearly reflected the concern felt by the Canadian Government for the success of the Conference. In the Second Committee of the twenty-fifth session of the United Nations General Assembly and at the November Preparatory Committee meeting, the Canadian delegation assured Mr. Strong of Canada's full support, emphasizing the need to accord the Conference a high priority among UN programs and to give it an adequate and flexible budget. Mr. Strong has now submitted a report to governments for discussion and decision at the February Preparatory Committee, which sets out proposals for the Conference program and general organization. The February meeting of the Preparatory Committee will, therefore, be a milestone in the Conference preparations.

### Human Rights

The Government continues to pursue its program aimed at achieving Canadian adherence to a number of United Nations instruments in the field of human rights. On October 14, 1970, Canada deposited with the Secretary-General its instrument of ratification of the International Convention on the Elimination of all Forms of Racial Discrimination. This is regarded as one of the pioneering instruments on human rights. It binds states to condemn racial discrimination and to pursue a policy of eliminating racial discrimination in all its forms. States parties commit themselves to take steps to ensure protection of racial groups or individuals belonging to these groups. The Convention provides for the establishment of machinery to oversee implementation of its provisions. Ratification by Canada was carried out only after an extensive examination by both the Federal Government and the provincial governments of Canadian law relating to matters covered by the Convention in order to ensure that Canada could fulfil all the responsibilities which would result from ratification.

The Government is continuing discussions with the provinces on the implications for Canada of adherence to a number of other important United Nations human rights instruments.

In 1970 Canada assumed, for the first time since 1960, membership of the UN Commission on the Status of Women, a body in which problems much the same in nature as those dealt with by the Royal Commission on the Status of Women in Canada are discussed and international programs are considered.

The Third Committee of the twenty-fifth General Assembly, for a variety of reasons, primarily procedural, made very little progress with its agenda. An item of particular interest to Canada, and one which was to have been given high priority this year, "Creation of a post of High Commissioner for Human Rights", was unfortunately not given substantive consideration, despite its fourth-place position on the agenda. Discussion on it will be resumed at the twenty-sixth session.



There were, however, some interesting developments. For instance, under the item "Human Rights in Armed Conflicts", a subject in the discussion of which Canada played a leading role at the September 1969 International Conference of the Red Cross in Istanbul, resolutions were adopted (with Canadian support) dealing with "basic principles for the protection of civilian populations in armed conflicts", the protection of journalists engaged in dangerous missions, and the protection of prisoners of war. The more general resolution on this subject recognized the work that had been done in recent years, including that of the 1968 Tehran International Conference on Human Rights, as well as that of the 1969 ICRC Conference in Istanbul and the forthcoming ICRC Conference from May 24 to June 12, 1971, on the reaffirmation and development of international humanitarian law, but also acknowledged the role the United Nations has to play in this field.

#### Canada as a Bilingual Country within the UN Context

Throughout the year, Canada, with a number of likeminded member states, vigorously pursued the objective of establishing a more equitable balance in the use of French and English, two of the working languages of the UN. Perhaps the most far-reaching result of these efforts, which included a direct approach to the Secretary-General and a major intervention in the Fifth Committee by Canada, was the establishment on an experimental basis of a French-language unit in the UN Office of Public Information, which previously had published most of its press releases in English only, both in New York and in Geneva. Moreover, the Secretary-General has given assurances that the unit will be maintained on a permanent basis, asking that it might be left to him to work out the organization in such a way as to achieve the most significant results.

#### Institutional Development of the United Nations

The rapid growth of the United Nations system of organizations has given rise to institutional problems for which Canada has shown a deep and continuing concern. In 1970 Canada continued consultation with other major financial contributors to the UN system to assist, where possible, in the effective use and co-ordination of the administrative budgets of the various Specialized Agencies (which, with the regular budget of the United Nations, will amount in 1971 to approximately \$440 million) and, through this, increase the efficiency of the UN system.

After consultations throughout the United Nations membership, Canada this year launched a major initiative to rationalize the procedures and organization of the United Nations General Assembly. The Canadian initiative resulted in the adoption of a resolution calling for the formation of a governmental *Ad Hoc* Committee of 31 members, which, among other matters, would study the allocation of agenda items, the organization of work, documentation, the rules of procedure and related questions, methods and practices, and would submit a report to the twenty-sixth session. Canada has been appointed to this Committee.

Following up the initiatives taken at the twenty-fourth session last year, Canada co-sponsored resolutions on publications and documentation and on the pattern of conferences, with the primary objective of achieving

a reduction in the excessive volume of documentation and the number of conferences and meetings held within the United Nations family of organizations.

The report of the Board of Auditors, of which the Auditor-General of Canada is a member, received favourable comment at this session of the General Assembly, particularly for introducing a measure of management auditing as recommended by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies.

### The Commonwealth

The Commonwealth Division performs a dual role, serving both as a functional division and an area division. Under its functional aspect, it is responsible for questions affecting the Commonwealth association and Canada's place and role in it; the preparation for Canadian participation in Commonwealth heads of government meetings; relations with the Commonwealth Secretariat and certain other Commonwealth organizations, and, in general, providing a focal point for any matters involving the Commonwealth. As an area division, it has general responsibility for Canadian relations with Australia, Barbados, Britain, Ceylon, Fiji, Guyana, India, Jamaica, Malaysia, New Zealand, Pakistan, Singapore, Tonga, Trinidad and Tobago, Western Samoa, the West Indies Associated States and British dependent territories -- that is, all Commonwealth countries except those in Africa and the Mediterranean, which are dealt with by other area divisions. Because of their geographical proximity to and economic and traditional ties with certain major Commonwealth countries, the Commonwealth Division is also responsible for relations with Ireland, Afghanistan, Nepal, Bhutan and Sikkim.

Over the years the Commonwealth has evolved significantly in size, shape and outlook from a compact family of nations, of predominantly European stock, which first constituted the Commonwealth association at the time of the enactment of the Statute of Westminster in 1931. With its present membership of 31 sovereign states covering about one-quarter of the earth's land surface, representing approximately 850 million people of many races, colours, creeds and languages, and including both economically developed and developing countries as well as governments committed and uncommitted in international power groupings, the Commonwealth represents a unique and valuable association of nations for promoting consultation among its members and fostering practical co-operation. In 1970 three new states joined the Commonwealth, whose members, listed according to the year (if later than 1931) when they joined, are as follows: Britain; Canada; Australia; New Zealand; India (1947); Pakistan (1947); Ceylon (1948); Ghana (1957); Malaya (1957)\*; Nigeria (1960); Cyprus (1961); Sierra Leone (1961); Tanganyika (1961)\*\*;

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\* When Singapore, Sarawak and Sabah joined the Federation in September 1963, Malaya became Malaysia; Singapore separated from Malaysia in August 1965 to become an independent republic.

\*\* In early 1964 Tanganyika and Zanzibar joined to form the United Republic of Tanzania.



Jamaica (1962); Trinidad and Tobago (1962); Uganda (1962); Kenya (1963); Malawi (1964); Malta (1964); Zambia (1964); the Gambia (1965); Singapore (1965)\*; Guyana (1966); Botswana (1966); Lesotho (1966); Barbados (1966); Mauritius (1968); Swaziland (1968); Tonga (1970); Western Samoa (1970); and Fiji (1970). Nauru, which became fully independent in 1968, has "special" membership in the Commonwealth that entitles it to all the advantages of membership except attendance at the Heads of Government Conference. Through their association with Britain, which remains responsible for foreign affairs and defence, the six West Indies Associated States (Antigua, Dominica, Grenada, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent) also have an appropriate relation with the Commonwealth.

The year 1970 was an active one for the Commonwealth, and toward the latter part of it arrangements were well in hand for the next prime ministers' meeting to be held in Singapore in January 1971. During 1970 there were a myriad Commonwealth meetings, conferences and seminars, which included: the Commonwealth Finance Ministers and Officials' Conference, held in Nicosia in September; the sixteenth Commonwealth Parliamentary Association Conference, held in Canberra in October; the eighth Commonwealth Broadcasting Conference, held in June in Kingston, Jamaica; and a number of special or regional meetings, including a seminar for senior Commonwealth diplomats on the changing patterns in the organization and conduct of foreign policy, held in Singapore in March, a Commonwealth Specialists' Conference on Education in Rural Areas, held in Accra in March, a regional seminar on youth problems held in Port-of-Spain in August, and the meeting of the Commonwealth Scientific Committee in Kingston, in November -- to name but a few. Private Commonwealth groups also met, including the quinquennial conference of the Commonwealth Press Union in October in Scotland and a conference of the Commonwealth Human Ecology Committee in Malta. Immediately before the World Health Assembly meeting in Geneva in May, Commonwealth representatives in attendance met to discuss Commonwealth medical questions and plans for the next Commonwealth Medical Conference, scheduled to be held in Mauritius in late 1971. Throughout the year, the working party of the Commonwealth Educational Liaison Committee continued to work with the Secretariat in preparation for the fifth Commonwealth Education Conference, which is to take place in Canberra in February 1971. In November, the Commonwealth Secretary-General, Mr. Arnold Smith, visited Ottawa and had extensive and detailed discussions on Commonwealth matters. While in Ottawa, he met with the Prime Minister, several ministers and numerous officials in various government departments.

Commonwealth developing countries continued to receive considerable sums of Canadian aid assistance through the Colombo Plan, the Special Commonwealth Africa Assistance Plan (SCAAP), and the Canadian Program for Commonwealth Caribbean Assistance. Canada's total contribution under the Colombo Plan from its inception in 1951 to March 1971 is approximately \$1,371 million. Canadian allocations to Commonwealth countries in Africa through SCAAP amounted to more than \$179 million from 1960 to the end of the fiscal year 1970-71, while approximately \$101 million will have been allocated to Commonwealth Caribbean countries from 1966 to March 1971. Canada is an active participant in the Commonwealth Scholarship and Fellowship Plan, contributing \$1.5 million in the 1970-71 fiscal year for a total of \$11 million since 1951. During the 1970-71 academic year, a total of 232 students were in Canada under the Plan, the majority



from developing countries. Canada also provides for the training and provision of teachers for service in Commonwealth countries and assists in plans for co-operation in technical education. During 1970 there was a total of 1,330 Canadian teachers, advisers and university professors in the developing countries of Southeast Asia, Africa, and the Caribbean area, of whom 713 were in Commonwealth countries. More detailed information on Canadian aid to Commonwealth countries is available in the current annual report of the Canadian International Development Agency.

### Britain

Canadian relations with Britain are extremely close, varied and complex, covering almost every aspect of intergovernmental contact, from negotiation of trade agreements to matters touching on techniques of government administration and the exchange of information on a wide range of matters. In recent years there has been a gradual process of reorientation of the policies of each country, which reflects changing circumstances, conditions and world patterns that have added a new dimension to and sharpened interest in Canada-Britain bilateral relations. Contacts between the two countries are carried out at all levels of government, as well as on personal and business levels, in an atmosphere of co-operation and interest that facilitates discussion and consultation, which, in turn, leads to a better appreciation of the policies of both governments. Anglo-Canadian relations continued to evolve and develop in 1970, and were marked by numerous visits at the ministerial, parliamentary and official levels from both countries. Over the past year there have been 12 visits to Britain by federal Cabinet ministers, at least 16 visits by provincial premiers and cabinet ministers, 56 visits by Canadian Members of Parliament and Senators, and 189 visits by senior federal officials for bilateral purposes. Both the Honourable Mitchell Sharp, Secretary of State for External Affairs, and the Honourable Jean-Luc Pepin, Minister of Industry, Trade and Commerce, visited London in the autumn for extensive discussions with British ministers and officials concerning the Common Market and the implications for Canada of British entry. During the course of the year, British prime ministers visited Canada twice. Prime Minister Harold Wilson came to Ottawa in January for a brief working visit as the guest of the Government of Canada. In mid-December, Prime Minister Edward Heath arrived on his first visit to Canada since assuming office in June. During the course of wide-ranging discussions with Prime Minister Trudeau, which included officials from both sides, the problems of arms sales to South Africa, the future of the Commonwealth and Common Market enlargement were raised. In addition, a number of British ministers and officials visited Canada during the year for discussions with their Canadian counterparts. The Canada-United Kingdom Continuing Committee, a joint committee of officials, met in London in October to review world trade and economic developments and detailed discussions on bilateral economic matters. Apart from purely bilateral questions, Canada and Britain are closely associated in an extensive network of multilateral interrelations with the Commonwealth, the United Nations and NATO. Bilateral consultations on various United Nations matters of mutual interest and concern took place in Ottawa in May.

During the year, Mr. P.T. Hayman succeeded Sir Colin Crowe as British High Commissioner in Ottawa.

## Ireland

Canada and Ireland have long had close and friendly relations, founded in history, shared tradition and population links, and underpinned by a continuing connection embracing trade, investment, industrial development, tourism and cultural contacts. In 1970, Irish-Canadian co-operation and consultation at the working level on various subjects of mutual interest and concern continued to develop. One of the more important contacts took place in the first week of June, when the Secretary of State for External Affairs visited Dublin at the invitation of Dr. Patrick Hillery, the Irish Foreign Minister. During the official discussions a wide range of subjects were reviewed including the European situation, Common Market enlargement, the situation in Northern Ireland and various bilateral questions. Late in the summer, the Minister of Industry, Trade and Commerce made a two-week, semi-official visit to Ireland, during which he had discussions with a large number of officials and visited various industrial establishments. The then Irish Minister of Industry and Commerce and now Minister of Finance, Mr. George Colley, visited Canada in March on a promotional tour and late in September the Irish Minister of Posts and Telegraphs, Mr. Gerry Collins, visited Ottawa for an extensive exchange of views with appropriate Canadian ministers and officials on subjects of mutual interest. At about the same time, Mr. Robert M. Molloy, Minister of Local Government, led the Irish delegation attending the sixth World Highway Conference held in Montreal. The Canadian delegation to the World Crafts Council Meeting, held in Dublin in August, presented a Canadian totem-pole to the Irish Government at the conclusion of the conference.

During the year, Dr. Joseph Francis Shields succeeded Mr. William Warnock as Irish Ambassador to Canada.

## Australia

While a common heritage, similarities in political and social institutions, with a parallel development to nationhood, have created close and warm ties between Canada and Australia, other factors of equal importance have sustained and nourished the relation. These factors are a common concern with the problems of Asia and the Pacific, membership in the Commonwealth, active participation in the United Nations (and its Specialized Agencies) and the substantial trade growth between the two countries. All these have formed the basis for close consultation and co-operation and a fairly uninhibited exchange of information on a wide range of matters of common concern by the two governments. Besides the meetings, both in Canada and Australia, between official, state and provincial leaders, the year was highlighted by visits to and from Australia by high-ranking federal leaders. Between May 15 and 20, Prime Minister Trudeau was in Australia as part of his larger tour of the Pacific Rim countries. During this visit, Mr. Trudeau conferred with Prime Minister Gorton on a number of subjects of wide-ranging interest. These talks and those of senior Canadian and Australian officials included the situation in Indochina, multilateral and bilateral trade matters, development of nuclear energy for peaceful purposes, economic assistance in the Colombo Plan area, and the desirability of closer and



more extensive exchanges in the future. During the tour, the Prime Minister unveiled a plaque at Cabarita Park near Sydney commemorating the sojourn in Australia of French-speaking Canadians exiled to Australia because of their part in the struggle for responsible government in Lower Canada in 1837-38.

In June, the Australian Minister for Immigration, the Honourable Phillip Lynch, was in Canada to discuss matters of common concern with the Honourable A.J. MacEachen. This visit was followed in July by the Right Honourable John McEwan, Deputy Prime Minister and Minister for Trade and Industry, who conferred with Prime Minister Trudeau and with Mr. Pepin. The Honourable E.G. Whitlam, leader of the Federal Opposition, also visited Ottawa in July. In late September and early October, the Honourable John Turner, Minister of Justice, visited Australia as leader of a 17-man delegation to the meeting of the Commonwealth Parliamentary Association being held in Canberra. Mr. Turner met the Australian Prime Minister, as well as other ministers and officials. During the visit of the Canadian Commonwealth Parliamentary delegation, a further link between Canada and Australia was forged when the Honourable Douglas Harkness unveiled a plaque in Hobart, Tasmania, to the exiles of the 1837-38 uprising in Upper Canada. In line with Canada's foreign policy review, the growing Canadian interest in the South Pacific was exemplified by the important exchanges that took place between Canada and Australia during 1970.

#### New Zealand

It is understandable that there has been close co-operation over the years between New Zealand and Canada. In many respects, as in Canada's relations with Australia, each country contributes to regional security, to the economic stability of developing countries and to the promotion of world peace. The continuing Commonwealth bond has led to understanding and to frank exchanges between Canada and New Zealand, as has the similarity of goals and aspirations on most international questions. This cordial atmosphere has been of particular value to both countries. Besides the major questions of international concern, Canada-New Zealand relations also find expression in the more specific areas of trade, investment and tourism.

In May 1970, Prime Minister Trudeau visited New Zealand during his visit to the countries of Southeast Asia and the South Pacific. His talks with Prime Minister Holyoake covered a wide range of subjects, including Canadian policy towards the Pacific area, developments in South Pacific, Canadian and New Zealand aid activities, economic relations and Commonwealth co-operation. The talks culminated in the signature of a protocol to the Canada-New Zealand Trade Agreement and an exchange of letters establishing a Canada-New Zealand Joint Consultative Committee, which will meet from time to time to enable Canadian and New Zealand ministers and officials to exchange views on trade and other matters of mutual interest. Mr. Trudeau also had useful discussions on problems of ecological balance and the environment in the Arctic with a number of



New Zealand experts who had personal experience of similar problems in the Antarctic. Later in the year, the Honourable John Turner visited New Zealand and had discussions with Cabinet colleagues on matters of common interest.

The relations between New Zealand and Canada for 1970 were expressed succinctly by Prime Minister Trudeau in Wellington: "Between us there are no barriers of any size which must be removed. There are no differences in ideologies which must be overcome. To improve our relations, little else is needed, really, than a conscious decision to devote more attention to one another and to the many areas of life in our two countries which could benefit from closer consultation and co-operation."

### Malaysia

As a result of the close Commonwealth connections developed since Malaysian independence in 1957, Canadian-Malaysian relations have been characterized by a warmth and co-operative spirit that has proven to be of value to both countries. Canadian interests have centered on economic development and, in consequence, Malaysia has been designated as a country of concentration for Canadian aid.

During his Pacific tour in May, Prime Minister Trudeau engaged in wide-ranging talks with the Malaysia Prime Minister Tunku Abdul Rahman and his Cabinet and signed two development-assistance agreements. Funds made available under these agreements include \$2.87 million for the Pahang Renggara land-development scheme and \$500,000 for an appropriate feasibility study. He also announced Canadian willingness to participate in a water-power project at Temengor on the Perak River up to an amount of \$50 million, to pay off-shore procurement and foreign-exchange costs. Official discussions in Malaysia focused on the situation in and around Indochina.

In June, the Malaysian Permanent Secretary of Defence, Mr. Samad Noor, came to Ottawa with a delegation made up of senior military advisers for discussions with National Defence and External Affairs officials. The discussions dealt in broad terms with Malaysia's assessment of the situation in Southeast Asia and the areas where Canada might continue its assistance in military training.

Exports from Canada to Malaysia rose by 50 per cent in 1969 over those during the previous year, and imports from Malaysia increased by 27 per cent. The balance of trade continues in Malaysia's favour. Canadian investment in Malaysia is in the neighbourhood of \$16 million and is increasing in those areas where Canadian skills are useful to the development of Malaysia.

### Singapore

Close relations between Canada and Singapore continued to develop over the year, in accordance with the Commonwealth ties and Canada's increasing interest in Southeast Asia and the South Pacific. The solid basis of the Canada-Singapore relation revolves around commerce, technical assistance and some political consultation on regional and Commonwealth matters. During his visit to Singapore this year, Prime Minister Trudeau

had discussions with Prime Minister Lee Kuan Yew on international problems, particularly those affecting the Pacific area and Southeast Asia. Mr. Trudeau also was able to meet a number of Singaporeans and to visit important industrial developments as well as Singapore's thriving harbour.

The Canadian program of aid to Singapore has been heavily oriented toward a technical-assistance program designed to strengthen the service and manufacturing industries which are fundamental to the Singapore economy. In line with this approach, Canada has agreed to support the Bukit Merah Vocational Institute at an estimated cost of \$1 million in equipment and \$0.8 million in technical assistance.

Under the educational assistance program, experts have been provided to the University of Singapore and to Singapore Polytechnic Institute. In the training sphere, the main emphasis has been on undergraduate engineering and medical studies. Other fields of importance have been public administration, economics and technical education.

### India

Canada's relations with India developed from a historical association in the former British Empire, common membership in the Commonwealth, and joint involvement in the Colombo Plan. The close co-operation and friendship that was formed between Prime Minister Louis St. Laurent and Jawaharlal Nehru, following India's independence in 1947, added to the warmth of the relation. It has been further strengthened by Canada's provision of development assistance totalling \$786 million from 1951 to March 1970. In recent years the established relation has continued but with a greater understanding of each other's position on separate continents with differing cultures, neighbours and problems. Questions of mutual interest and concern have continued to be discussed frankly but without always arriving at a consensus. The substantial percentage increase in immigrants coming to Canada from India has added a broader area of contact between peoples of the two countries. In 1970 the Honourable Lucien Lamoureux, Speaker of the House of Commons, and the Honourable Jean-Paul Deschatelets, Speaker of the Senate, attended the Commonwealth Speakers' Conference in New Delhi. Dr. K.L. Rao, Minister of Irrigation and Power, and Mr. K. Raghu Ramaiah, Minister of Transport and Shipping, attended conferences in Canada. Various members of parliament and state leaders from India made private visits to Canada.

### Pakistan

Canada's relations with Pakistan have grown through association in the Commonwealth and participation in the Colombo Plan. Canada's extensive provision of development assistance to Pakistan continued in 1970 for a total since 1951 of \$327 million. In August extraordinary grants of funds, food, building materials and medicine were made by Canada for flood relief in East Pakistan. Canadian-Pakistani relations benefited from the official visit in May of Dr. G.W. Chowdhury, Pakistan's Minister of Communications, as a guest of the Canadian Government. He held discussions with the Honourable Eric Kierans, Minister of Communications, and the Honourable Jean-Luc Pepin, Minister of Industry, Trade and Commerce. Dr. Chowdhury

was also able to discuss constitutional questions of special interest to him with Canadian officials. In January, His Excellency M.S. Shaikh assumed his function as Pakistan's High Commissioner to Canada, succeeding Mr. M.S.A. Baig.

### Ceylon

Canada's relations with Ceylon, as with India and Pakistan, developed through the Commonwealth and Colombo Plan. Up to March 1970, Canada's development assistance to Ceylon totalled \$56.7 million. Following Ceylon's May elections, in which Mrs. Sirimavo Bandaranaike was returned to office as Prime Minister, the Canadian and Ceylonese Governments assured each other of their intentions to maintain their relations at the same high level as in the past. In October, Mr. P.H.W. De Silva took up his function as Ceylon's High Commissioner to Canada, replacing Mr. G.S. Peiris.

### Commonwealth Caribbean

The current phase of Canadian relations with the Commonwealth Caribbean dates from the Commonwealth Caribbean-Canada Conference held in Ottawa in July 1966, which established a broad framework of guidelines along which the relations between the two areas could develop. Considerable progress has been made in realizing the recommendations reached at the Conference. During 1970 there were several meetings within the region at which Canada was represented, and continuous contact was maintained with the governments of the area on a wide range of matters. In addition to normal consultation at the diplomatic level, occasional formal meetings were held in Ottawa between Commonwealth Caribbean representatives in Canada and Canadian Government officials to discuss specific questions of mutual interest.

The establishment of the Caribbean Development Bank, which was agreed to in 1969, was confirmed in January 1970, when governments of the Commonwealth Caribbean countries and the Governments of Canada and Britain formally deposited their instruments of ratification with the United Nations Secretary-General. Canada's subscription to the capital of the Bank is \$10 million (U.S.) and the Canadian Government has also indicated it is prepared to contribute \$5 million (U.S.) to the Bank's Special Fund. The establishment of the Bank is of considerable importance and will help finance enterprises contributing to the development of the smaller islands of the Eastern Caribbean, as well as projects that will benefit the region as a whole.

During 1970, the Canadian Government signed bilateral air transport agreements with the Governments of Trinidad and Tobago and Jamaica. These instruments should lead to the further development of mutually beneficial and important economic and commercial relations between Canada and Trinidad and Tobago and Jamaica respectively.

As part of the continuing process of consultation and review of relations, Senator the Honourable Paul Martin undertook a special mission to the Commonwealth Caribbean on behalf of the Government of Canada. The purpose of the tour was to consult leaders in the region on the



Canadian Government's willingness to extend for the 1970 calendar year the payment of sugar rebates and the Canadian offer to establish a \$5-million agricultural development fund. Talks also took place on a number of topics of bilateral interest. During the tour, which took place in September and October, Senator Martin visited Barbados, St. Vincent, Grenada, Trinidad and Tobago, St. Lucia, Dominica, St. Kitts-Nevis-Anguilla, Montserrat, Antigua, Guyana, Jamaica, British Honduras (Belize) and the Bahamas. He received a cordial welcome at each stop and fruitful discussions took place with the governments concerned. In addition to the visit of Senator Martin, several other Canadian ministers visited the region during the year and a number of distinguished leaders from the region visited Canada.

### III

#### AREA DIVISIONS

##### Africa and Middle Eastern Division

✓ The responsibilities of this Division involve the strengthening of Canada's relations with the entire continent of Africa and the Middle East, including Iran, Israel and neighbouring Arab states and the Arabian Peninsula. Canada maintains diplomatic relations with 46 countries in this area, having resident missions in 15 capitals. Of the countries concerned, 13 have resident missions in Ottawa.

Peace in the Middle East continued to be a preoccupation of the Canadian Government, as reflected in its reiterated support of UN Security Council Resolution 242 of November 22, 1967. In West Africa, the Canadian Government made available its full support for the reconstruction and rehabilitation efforts of the Nigerian Government following the end of the civil war in that country. The Government's foreign policy review included a careful and concerned appraisal of Canada's position on the problems of southern Africa. Canadian relations with *francophone* African countries were expanded with the establishment of an embassy in Abidjan.

Tension in the Middle East remained high during 1970, although there was temporary hope for progress toward peace in August when Israel, Jordan and the United Arab Republic accepted the terms of the United States peace initiative. The Canadian Government found a number of occasions to express to the parties involved in the conflict the hope that a peaceful and acceptable settlement to the Arab-Israeli dispute could be achieved through the implementation of Security Council Resolution 242 (referred to above). Canada also continued to support the mission of Ambassador Jarring, the special representative of the United Nations Secretary-General, to help promote a settlement.

A particular anxiety during the year was the civil strife in Jordan, and the tragic consequences for the civilian population that ensued. The Canadian Government contributed \$50,000 through the Canadian Red Cross Society to support emergency relief; a special supplementary grant of \$150,000 to the United Nations Relief and Works Agency for Palestine Refugees (UNRWA), in addition to the basic Canadian contribution for 1970 of \$1.2 million, assisted the Agency in meeting its unexpectedly increased burdens.

The year also saw the death of President Nasser of the United Arab Republic. Canada was represented at the funeral in Cairo by Senator Paul Martin. The visit of the Government leader in the Senate on this occasion reflected the importance Canada attaches to relations with the United Arab Republic. Visits to Canada by distinguished persons from the Middle East included that of the Prime Minister of Israel, Mrs. Golda Meir, which provided the opportunity both to exchange views on the Middle East and to reaffirm the strong bilateral ties between Canada and Israel.

The United Nations Truce Supervisory Organization (UNTSO) in Israel and neighbouring Arab countries continued to include a contingent of 20 officers of the Canadian Armed Forces.

Several *francophone* African countries marked the tenth anniversary of their independence in 1970. The Honourable Jean-Eudes Dubé travelled to West Africa in January to represent Canada at celebrations in Cameroun, and took the opportunity of his presence on the African continent to visit Mauritania and Senegal. In Nouakchott, he assisted at the opening of the travelling exhibition "Visages du Canada", and in Dakar he was received by the Senegalese President, Mr. Léopold-Sedar Senghor.

Throughout 1970, "Visages du Canada" made well-received and much-appreciated tours of many French-speaking West African countries. President Senghor opened the exhibition in Dakar, and in Abidjan President Houphouët-Boigny joined the Canadian Secretary of State, the Honourable Gérard Pelletier, in inaugurating the exhibition's tour of Ivory Coast.

Canada has continued to develop its relations with the *francophone* countries of Africa, and 1970 saw the establishment of a Canadian embassy in Abidjan. On March 11, the first Canadian Ambassador resident in Ivory Coast, Mr. Georges Charpentier, presented his credentials.

Canada has this year undertaken two major development projects in Ivory Coast: a rural electrification scheme and the construction of a national library in Abidjan. A major project has also been agreed upon with Niger for the construction of a new all-weather road. In honour of Canadian participation in this project, the Government of Niger is naming this highway the Route de l'Unité et de l'Amitié canadienne.

A number of international conferences bringing together representatives of French-speaking countries have been held in Africa in the past year. Canada participated in the Conference of Education Ministers of Francophone Countries in Nouakchott, Mauritania, in February. The Canadian delegation was led by Mr. Jean-Marie Morin, then Quebec Minister of State for Education, and included senior officials from Manitoba, New Brunswick and Ontario. Abidjan was the site of the second general meeting in March of the Association Internationale Interparlementaire de Langue Française, and Canada was one of 29 countries represented at that meeting.

On March 20, the Second Niamey Conference brought into existence the Agence de Coopération Culturelle et Technique des Pays Entièrement ou Partiellement de Langue Française. Canada's delegation, headed by the Secretary of State, Mr. Pelletier, played an active role in the deliberations of the Conference. A Canadian, Mr. Jean-Marc Léger, was elected permanent Secretary-General, and Canada has become a permanent member of the Agence through ratification of its formal Convention.

The ending of the Nigerian civil war early in the year permitted the Canadian Government to shift its concern from pursuing peace proposals and an acceptable method of effective delivery of relief supplies to victims on both sides of the conflict to the problems of reconstruction and rehabilitation of the country. Canadian concern about the situation in southern Africa continued to play a prominent part in Canada's approach



to African problems, and a review of Canadian policy in southern Africa was included in the United Nations section of the foreign policy review completed in 1970.

During the period of the Nigerian civil war, the Canadian Government contributed \$3 million in cash, food aid and transport through Red Cross auspices for the relief of civilians suffering on both sides of the conflict. When the war came to an end in the period January 11 to 13, the Government moved quickly to make available additional funds for relief purposes. An amount of \$500,000 was given to the Nigerian Red Cross, another \$500,000 to the Nigerian Rehabilitation Commission and \$250,000 to the International Committee of the Red Cross in support of its activities in the war area. A sum of \$200,000 was also made available to UNICEF to further the continuation of its programs in Nigeria, which included the provision of a regular supply of drugs and the care and feeding of children. In addition, Canada arranged for a shipment of drugs to be sent to Nigeria by chartered aircraft to meet the immediate needs of the Nigerian Red Cross Society at the war's conclusion, and followed this assistance with further shipments of medical supplies, as well as four 200-bed emergency hospital units. The total Canadian Government relief effort thus far stands at \$5,200,000.

The Government's foreign policy review, the results of which were published during 1970, focused on the problems of southern Africa, and concluded that Canadian interests would best be served by maintaining its current policy framework on these problems, which balances two policy themes of importance to Canadians: Social Justice and Economic Growth. While continuing to trade in peaceful goods with South Africa, as indeed with all countries and territories regardless of political consideration, the Government decided to make available further economic assistance to black African states of the area to assist them to develop their own institutions and resources. The Government also decided to increase its contribution to the UN Educational and Training Program for southern Africa. Further, to demonstrate its continuing support of the cause of freedom and equality in southern Africa, the Government undertook as a matter of priority to open a diplomatic mission in Lusaka, Zambia.

Canada's position on southern African questions at the United Nations has reflected these decisions. Canada has supported the application of sanctions against Rhodesia, as well as the principle of no independence before majority rule (NIBMAR). It has applied an arms embargo to sales of military equipment to the Portuguese territories and has long since ceased to provide military assistance to Portugal under NATO mutual aid. Canada has joined in the condemnation of *apartheid*, supported the voluntary Security Council arms embargo against South Africa, and voted in favour of the termination of South Africa's mandate over South West Africa.

Several African leaders visited Canada during 1970. President Ahidjo of Cameroun and Prime Minister K.A. Busia of Ghana had extensive consultations with the Prime Minister and the Secretary of State for External Affairs, as well as other Canadian ministers, during their visits.

## European Division

The Department's European Division is concerned with developments in and relations with all the countries of the continent of Europe. Canada maintains diplomatic relations with 26 European countries, where it has 20 resident missions and six consular offices. In Ottawa there are 23 diplomatic missions from European countries. Four others have diplomatic missions resident in Washington that are also accredited to Canada.

Canadian policy and activities relating to Europe were the subject of one of the volumes issued in the *Foreign Policy for Canadians* series published by the Government this year. This study concluded that Canada had a large stake in Europe, the only area outside North America where the major themes of Canadian policy converged, and that close association with Europe would continue to offer scope for diversifying Canada's external relations and would place Canada in a stronger position to influence European and United States policies. Ways were examined of expanding co-operation and exchanges with Europe in a number of fields of direct concern to Canada, and of contributing to a relaxation of tensions and an increase in security and stability on that continent.

During 1970 Canada has maintained and strengthened contacts with the large multilateral organizations in Europe, especially the European Communities. Canada has participated actively in the General Agreement on Tariffs and Trade (GATT), the Organization for Economic Co-operation and Development (OECD) and the North Atlantic Treaty Organization (NATO), and has kept in close touch bilaterally with their European members. Canada has also participated as an observer in meetings of the Assembly of the Council of Europe.

The year was marked by an upswing in relations between Canada and France. Among the Canadian ministers who visited France during the year were the Secretary of State, the Honourable Gérard Pelletier, who was in Paris to attend the twentieth anniversary of the foundation of the France-Canada Association; the Secretary of State for External Affairs, the Honourable Mitchell Sharp, who visited Paris at the beginning of April to inaugurate the Canadian Cultural Centre and meet the French Foreign Minister; the Minister of Industry, Trade and Commerce, the Honourable Jean-Luc Pepin, who opened a France-Canada co-operative housing venture in June; the Minister of Manpower and Immigration, the Honourable Allan MacEachen, who went to Paris on an inspection tour later the same month; and the Minister of Veterans' Affairs, the Honourable Jean-Eudes Dubé, who attended annual ceremonies at the Vimy Memorial in November. There was also a visit by the Leader of the Opposition, the Honourable Robert Stanfield, in July. Visits were made in turn to Canada by two members of the French Government: the Secretary of State for National Defence, Mr. André Fanton, in May; and the Secretary of State in Charge of the Public Service, Mr. Philippe Malaud, in September.

These visits and other exchanges, including those between France and various Canadian provinces, particularly Quebec, made a valuable contribution to the growing co-operation between the two countries. The



France-Canada Interparliamentary Association met in France in May, while the Cultural Affairs Mission of the French National Assembly visited Canada in September. There was also the annual meeting, this time in Ottawa in June, of the Joint Cultural Commission established under the France-Canada Cultural Agreement of 1965. It should be noted in passing that this Agreement, which came up for renewal this year, has been extended for another five years and it is expected that a new impetus will be given to France-Canada co-operation in the cultural, scientific and technological fields.

Canada's increasingly close relations with the Federal Republic of Germany were characterized in 1970 by a large number of visits to Germany by federal and provincial ministers and senior officials. In April the Secretary of State for External Affairs went to Bonn at the invitation of the German Foreign Minister, Mr. Walter Scheel, with whom he held wide-ranging discussions on both bilateral and international questions of common concern. The Minister of Manpower and Immigration visited Germany in May, the Minister of National Defence in June, and the Minister of National Health and Welfare in October. The Leader of the Opposition visited Bonn in July. The Federal Republic of Germany has remained Canada's fourth-largest trading partner and one of its most important sources of immigrants and capital, and arrangements are being studied to increase co-operation with that country in the scientific and industrial fields.

The good relations that have long existed between Canada and the Benelux countries, as well as with Switzerland and Austria, have continued to develop. Early in the year, Canada received a visit from Mr. Théo Lefèvre, former Prime Minister of Belgium and now Minister of Science Policy, and later, in June, a Canadian science mission went to Belgium to establish the lines of a program of co-operation and exchanges in this field. In July, the Leader of the Opposition went to Brussels to meet members of the Belgian Government and to call on the NATO authorities and those of the European Economic Community (EEC). In September, Mr. Albert Parisi, the Belgian Minister of French Culture, paid an official visit to Canada. Relations with the Netherlands were marked in particular by the impressive ceremonies held both in that country and in Canada in May to celebrate the twenty-fifth anniversary of the liberation of the Netherlands from Nazi domination. Her Royal Highness Princess Margriet and her husband came to Canada in August to inaugurate the Canadian National Exhibition in Toronto.

Canada's relations with Italy have continued to be close and harmonious. The Secretary of State for External Affairs had discussions with the Minister of Foreign Affairs of Italy in Rome in May on the occasion of the NATO ministerial meeting there. Cultural and other exchanges have continued, and a film co-production agreement was signed in Ottawa in June. In October, a five-year agreement was signed on nuclear co-operation between the atomic energy authorities of Canada and Italy. A Canadian embassy to the Vatican was established in January and the new Ambassador, Dr. John E. Robbins, presented his credentials to the Pope in April. The Secretary of State for External Affairs called on the Vatican Secretary of State, Cardinal Villot, when he was in Rome in May, and Canada received visits during the year from the Substitute Secretary of State, Archbishop Benelli, and the Dean of the Sacred College of Cardinals, Cardinal Tisserant.



Canada's relations with other Mediterranean countries were the subject of considerable attention during the year. Exchanges of all kinds increased with Spain. The course members and staff of the Spanish Centre of National Defence Studies paid an extended visit to Canada in May and in November a team from the International Defence Programs Branch from the Department of Industry, Trade and Commerce made a two-week study tour of Spain. The Minister of Foreign Affairs of Turkey, Mr. Caglayangil, paid an official visit to Canada in September, the first such visit to Canada by a member of the Turkish Government. It was announced on that occasion that Canada would make a grant of \$7 million in food aid to Turkey. Relations with Greece were the subject of comment in May, when the Secretary of State for External Affairs made a statement in the House of Commons concerning the report on Greece of the European Human Rights Commission, which had been submitted to the Council of Europe.

Close co-operation has been maintained with the Scandinavian countries. In February the Norwegian Minister of Fisheries, Mr. Einar Moxnes, and in May the Danish Minister of Fisheries, Mr. Arnold Normann, visited Ottawa for discussions with the Minister of Fisheries and Forestry, the Honourable Jack Davis. In May the Minister without Portfolio with responsibility for housing, the Honourable Robert Andras, made an official visit to Finland and Sweden. In August the Prime Minister of Denmark, Mr. Hilmar Baunsgaard, made a private visit to Canada. In October, the Minister without Portfolio with responsibility for citizenship and information, the Honourable Robert Stanbury, visited Sweden.

Canada's relations with the Communist countries of Eastern Europe continued to be influenced by the view that, notwithstanding differences of approach between Canada and those countries, an equitable settlement of the issues dividing East and West could best be obtained by peaceful evolution and co-operation. A number of events during 1970 were indicative of improved relations between those countries and Canada, although Canadians continued to view with some concern both the limitations maintained on the free movement of peoples and ideas and the degree to which respect was being accorded the principles of sovereignty and political independence.

Important developments in relations with the Soviet Union were the renewal of the Trade Agreement and the continuation of technical, scientific, academic and cultural exchanges. Of particular significance was a visit to Canada by the Deputy Chairman of the Soviet State Committee for Science and Technology, Mr. Gvishiani, an outstanding exponent of modern management techniques in the Soviet Union. Negotiations were completed for the conclusion of an Agreement on Co-operation in the Industrial Application of Science and Technology. This will provide for a mixed Canada-U.S.S.R. commission that will facilitate contacts and exchanges between industrial enterprises and experts in the two countries that are expected to be of mutual advantage, both technologically and commercially. There were also important fisheries negotiations between Canadian and Soviet experts in Ottawa. A number of prominent Canadians paid visits to the Soviet Union, among them four senators, led by the Speaker of the Senate, the Leader of the Opposition and a former Prime Minister, the Right Honourable John G. Diefenbaker. The Prime Minister planned to pay an official visit to the Soviet Union in October but this had unfortunately to be postponed.

Pursuant to the Air Transport Agreement concluded between Canada and Czechoslovakia on March 20, 1969, regular air services between Montreal and Prague were inaugurated in May 1970 on the basis of a pooling arrangement between the Czechoslovakian Airline (CSA) and Air Canada for weekly return flights by each line. Relations with Poland were highlighted by the visit to Canada in October by Mr. Jedrychowski, the first Polish Foreign Minister to pay a visit to Canada, and by the opening of the new Canadian chancery building in Warsaw in October by the President of the Privy Council, the Honourable C.M. Drury, who had been UNRWA Administrator in Poland from 1945 to 1947. Mr. Gucwa, the Polish Minister of Food Industry and Procurement, visited Ottawa in September as a guest of the Honourable Otto E. Lang, Minister without Portfolio responsible for the Canadian Wheat Board. With respect to relations with Hungary, a claims settlement was successfully concluded. The possibilities for increased co-operation, particularly in the agricultural field, were explored during a visit in September by the Minister of Agriculture, the Honourable H.A. Olson.

Canada's developing relations with Yugoslavia and Romania were highlighted by a visit by the Secretary of State for External Affairs to both countries in May and June. In March a Parliamentary delegation led by the Deputy Speaker of the House of Commons went to Yugoslavia and in July the Leader of the Opposition visited Belgrade. Mr. Bulc, member of the Yugoslav Federal Executive Council, visited Canada in October. The course members and staff of the National Defence College visited Romania for the first time in June and the President of Romania paid a brief private visit to Montreal in October. Canada extended assistance to Romania following the floods that ravaged that country in the spring. Romania also accredited its first resident Ambassador to Ottawa during the year.

#### Far Eastern Division

The area of responsibility of this Division comprises the whole of East and Southeast Asia between Japan and Burma with the exception of the Commonwealth countries of Malaysia and Singapore. Within this area, Canada maintains embassies in Tokyo, Djakarta and Bangkok, a consulate-general in Manila and trade and immigration offices in Hong Kong. Plans are under way to open an embassy in Peking early in 1971. There is also non-resident accreditation to the Republic of Korea from Tokyo and to Burma from Kuala Lumpur. Finally, the Canadian delegation to the International Commission for Supervision and Control in Vietnam, resident in Saigon, maintains liaison offices in Vientiane (to the Laos International Control Commission (ICC)) and in Hanoi.

#### Pacific Policy Review

One major activity in 1970 was the review of Canada's foreign policy in the Pacific area, which formed part of the report tabled in Parliament on June 25 entitled *Foreign Policy for Canadians*. It examines the rapidly shifting power relations in Asia and the Pacific area generally and the varying reaction of the societies of the region to the requirements of innovation and change. It also looks at Canada's relations with its



neighbours in the "New West" (as the Prime Minister described the Far East in his address on the occasion of Canada Day at Expo 70). These are of long standing, particularly in Western Canada, but they are currently developing rapidly in many spheres of common interest. Trade between Canada and other Pacific countries is of growing significance, and increasing numbers of Canadians are travelling there for business or pleasure. This tendency to look more toward the Pacific than Canadians have in the past is also reflected in a growing interest in Asian studies at Canadian universities.

Economic relations are of particular importance both to Canada and to the Asian countries concerned and the foreign policy pamphlet outlines a number of steps that might be taken to strengthen intergovernmental co-operation and promote trade and investment. Particular emphasis is placed on development co-operation with Asian countries -- both bilaterally and through such regional institutions as the Economic Commission for Asia and the Far East (ECAFE). Finally, the pamphlet suggests various means whereby Canada can become better known in the Pacific area and Canadians can increase their own knowledge and understanding of their Pacific neighbours.

The setting in train of the projects outlined in *Foreign Policy for Canadians* was a principal preoccupation of the Division in the months that followed its appearance.

### China

The most important development in Canada's relations with China during 1970 was the successful conclusion on October 10 of the negotiations begun in February 1969 between representatives of the Governments of Canada and the People's Republic of China concerning their mutual recognition and the establishment of diplomatic relations. The negotiations were conducted by the Canadian and Chinese Ambassadors to Sweden, Miss B.M. Meagher and His Excellency Wang Tung. Recognition took effect on October 13, when the Secretary of State for External Affairs made the following statement to the House of Commons:

"I am pleased to announce the successful conclusion of our discussions in Stockholm with representatives of the People's Republic of China, reflected in today's joint communiqué, which records our agreement on mutual recognition and the establishment of diplomatic relations. The joint communiqué of the Government of Canada and the Government of the People's Republic of China...is as follows:

- 1) The Government of Canada and the Government of the People's Republic of China, in accordance with the principles of mutual respect for sovereignty and territorial integrity, non-interference in each other's internal affairs and equality and mutual benefit, have decided upon mutual recognition and the establishment of diplomatic relations, effective October 13, 1970.
- 2) The Chinese Government reaffirms that Taiwan is an inalienable part of the territory of the People's Republic of China. The Canadian Government takes note of this position of the Chinese Government.



- 3) The Canadian Government recognizes the Government of the People's Republic of China as the sole legal government of China.
- 4) The Canadian and Chinese Governments have agreed to exchange Ambassadors within six months, and to provide all necessary assistance for the establishment and the performance of the functions of diplomatic missions in their respective capitals, on the basis of equality and mutual benefit and in accordance with international practice.

"Officials from my Department and from Industry, Trade and Commerce will be leaving for Peking very shortly to begin administrative preparations for the opening of a Canadian Embassy in Peking. We hope to have the Embassy in operation within two or three months.

"The establishment of diplomatic relations between Canada and China is an important step in the development of relations between our two countries but it is not the first step, nor is it an end in itself. We have opened a new and important channel of communication, through which I hope we will be able to expand and develop our relations in every sphere. We have already indicated to the Chinese, in our Stockholm discussions, our interest in setting up cultural and educational exchanges, in expanding trade between our two countries, in reaching an understanding on consular matters, and in settling a small number of problems left over from an earlier period. The Chinese have expressed the view that our relations in other fields such as these can only benefit from the establishment of diplomatic relations between our two countries. They have also agreed in principle to discuss through normal diplomatic channels, as soon as our respective embassies are operating, some of the specific issues we have raised with them.

"As everyone knows, the agreement published today has been under discussion for a long time. I don't think it is any secret that a great deal of this discussion has revolved around the question of Taiwan. From the very beginning of our discussions the Chinese side made clear to us their position that Taiwan was an inalienable part of Chinese territory and that this was a principle to which the Chinese Government attached the utmost importance. Our position, which I have stated publicly and which we made clear to the Chinese from the start of our negotiations, is that the Canadian Government does not consider it appropriate either to endorse or to challenge the Chinese Government's position on the status of Taiwan. This has been our position and it continues to be our position. As the communiqué says, we have taken note of the Chinese Government's statement about Taiwan. We are aware that this is the Chinese view and we realize the importance they attach to it, but we have no comment to make one way or the other."

As Mr. Sharp noted in his statement, it is hoped that the establishment of diplomatic relations between Ottawa and Peking will facilitate the development of closer and more cordial contacts between Canada and China in a wide variety of fields. This development must, of necessity, be gradual, and there will be obvious limits to the short-term possibilities but it is the Government's intention to develop the relationship as fully as circumstances permit. The Canadian Embassy in Peking will be operational by the beginning of 1971, and the first Ambassador is expected to take up

residence early in the spring of 1971. Recognition of the People's Republic of China as the sole legal Government of China implied, and in fact necessitated, the severance of Canada's formal relations with the Taiwan-based "Government of the Republic of China".

The Canadian Government had made it clear, prior to its recognition of the People's Republic of China, that Canada's position on Chinese representation in the United Nations would continue to be consistent with the state of its bilateral relations with China at the time this question came before the General Assembly. It was in keeping with this position, therefore, that Canada supported the so-called "Albanian" Resolution, calling for both the seating of representatives of the People's Republic of China in all organs of the United Nations and the expulsion from them of representatives of the Republic of China (Taiwan). Canada again voted in favour of the procedural resolution which asserted that Chinese representation was an important question under the United Nations Charter, requiring a majority of two-thirds, but explained that, if continued support of such a resolution should in future frustrate the will of the General Assembly, it would change its position.

### Indochina

#### Cambodia

For the past several years, the intensified conflict in Vietnam has increasingly had its effects in Cambodia. Incidents along the border between Cambodia and South Vietnam became more and more frequent. The South Vietnamese and Americans said that these incidents, which the Cambodian Government reported to the ICC, resulted from clashes with Vietnamese Communist forces (including North Vietnamese) that were using Cambodian territory as a sanctuary from which to conduct their operations in South Vietnam. There were also reports that the Vietnamese Communists were making use of Cambodia as a supply-route both through the north-eastern provinces from southern Laos and through the Cambodian ports on the Gulf of Siam. The Cambodian Government, before 1968, consistently rejected the charges that it tacitly approved of the use of its territory by Vietnamese Communist military forces.

From early 1968, however, Prince Sihanouk began to display considerable public concern about the presence of Vietnamese Communist forces in certain provinces bordering South Vietnam. This concern on the part of the Cambodian authorities culminated in a week of demonstrations in Phnom Penh and in the provinces early in March 1970 against the use of Cambodian territory by the Vietnamese Communists. This led the Cambodian National Assembly and Council of the Kingdom (the lower and upper houses of Parliament) by unanimous vote to withdraw confidence from Prince Sihanouk as chief of state and to designate the National Assembly president as acting chief of state until an election could be held. Prince Sihanouk, who was out of the country at the time, challenged the constitutionality of this action and set up a "government-in-exile" in Peking. On October 9, 1970, following a unanimous vote of both houses of the legislature, the Cambodian Government in Phnom Penh declared the establishment of the Khmer Republic, thus ending 2,000 years of royal rule.

Following the removal of Prince Sihanouk from power and the U.S. and South Vietnamese military action in Cambodia in May, there were several international initiatives to attempt to resolve the Cambodian



situation. These initiatives, which included suggestions by the UN Secretary-General and the French Government for the convening of a new Geneva-type conference, were followed by the holding of a meeting outside the framework of the Geneva conference that brought together in Djakarta in May a number of Asian and Pacific countries concerned to restore peace in Indochina. In its communiqué, the Djakarta conference called for the cessation of hostilities and the withdrawal of foreign forces from Cambodia. In addition, the Djakarta conference appointed a task force of Indonesia, Japan and Malaysia to undertake consultations with other governments about the convening of an international conference, the reactivation of the Cambodia ICC and the possibility of action by the United Nations.

The new Cambodian Government brought its complaint of Vietnamese Communist activities in Cambodia to the attention of the United Nations and also appealed to the British and Soviet co-chairmen of the 1954 Geneva Conference to have the Cambodia ICC reconvened. (The Commission was adjourned *sine die* on December 31, 1969, in response to a request from the Government of Prince Sihanouk.) A similar appeal was sent to Canada. Throughout this period of diplomatic activity, the Canadian Government indicated its willingness in principle to see the Cambodia ICC reconvened, while adhering to its declared reservations that the revived Commission should be given the necessary means with which to do its job. Discussions through normal diplomatic channels with the Governments of India and Poland, however, have not so far resulted in any agreement, even in principle, to reactivate the Cambodia ICC. Canada's reservations have not, therefore, been a factor in the discussions so far.

## Laos

As a result of the decision announced in November 1969 effecting certain changes in Canadian representation abroad for budgetary reasons, the physical presence of the Canadian delegation to the Laos ICC in Vientiane was reduced at the end of February 1970 to one Canadian Armed Forces officer. This officer maintains local contact with the other members of the Commission in Vientiane and acts as permanent representative of the Canadian Commissioner, who is normally resident in Saigon.

In April, May and June 1970, the Royal Laotian Government (RLG) made several complaints to the International Control Commission in Vientiane and requested it to undertake investigations into the presence in Laos of North Vietnamese forces that had allegedly attacked and occupied the towns of Attapeu and Saravane in southern Laos. In spite of repeated efforts by the Canadian delegation to have the ICC consider these complaints and act upon the requests from the RLG, which involved alleged violations of the 1962 Protocol on Laos, the ICC took no action.

On July 8, the Royal Laotian Government published the text of a letter of June 12 from the Laotian Prime Minister, Prince Souvanna Phouma, to the British and Soviet co-chairmen of the Geneva Conference. This letter, which reported the alleged North Vietnamese occupation of Saravane, expressed the dissatisfaction of the RLG at the ICC's failure to take any action on this reported new violation of the 1962 Geneva Agreements.



The Laotian Prime Minister asserted that "the ICC, once more, could not undertake anything, no doubt because of its internal difficulties" and that "it proves that a certain number of countries, despite their being participants in the 1962 Conference, do not wish to censure violations of the Agreements when they are perpetrated by the Government of Hanoi". Suggesting that "it would be preferable for the co-chairmen of the 1962 Conference to make known clearly and definitively whether they consider that the presence of the ICC is still necessary in Laos", Prime Minister Souvanna Phouma charged that "far from being an instrument which can assist in the establishment of peace, the Commission by its faulty machinery serves indirectly the schemes of the Government of Hanoi".

Despite its failure to take any action under the 1962 Protocol relating to the RLG charges of North Vietnamese aggression, the ICC did respond favourably to the preliminary exchanges and contacts between Prime Minister Souvanna Phouma and the Pathet Lao leader, Prince Souphanouvong, that began in March. On July 7, the Commission passed, in this case unanimously, a resolution encouraging the efforts at negotiation between the Laotian parties and declaring the ICC's readiness to do everything possible to enable negotiations to take place in an atmosphere of conciliation.

#### Vietnam

Regrettably, the year 1970 saw little progress towards a settlement of the savage conflict that has plagued Vietnam for so long. The intensity of actual fighting declined, and relative peace was restored to significant areas of South Vietnam. In other respects, however, and particularly in the spread of hostilities across the Cambodian border, the war showed no sign of approaching an early settlement acceptable to all the parties directly involved.

The lower level of fighting permitted the continuation throughout the year of the withdrawal of United States armed forces and the parallel Vietnamization program, whereby the South Vietnamese are assuming progressively more responsibility for the pacification and security of the country. In Paris, the peace talks were continued by representatives of the Governments of the United States, South Vietnam, North Vietnam and the Viet Cong under its own designation -- the "Provisional Revolutionary Government of the Republic of South Vietnam". These talks, for the most part, continued to be exchanges of mutually unacceptable statements of position, but in October both the Communists and the United States (with the approval of the Governments of Cambodia, Laos and the Republic of Vietnam) launched new initiatives intended to encourage progress towards a settlement. To date these initiatives have produced no discernible movement towards peace, but it is to be hoped that the negotiators will find in them sufficient common ground to bring peace to all the peoples of Indochina.

Under these circumstances, there was little that Canada or the International Control Commission could do to help bring about an end to the war, and the Vietnam Commission was largely inactive. Canada has maintained its presence in Vietnam, nevertheless, in case there might be an opportunity to contribute to the achievement and implementation of a realistic settlement of the conflict. Should new ceasefire and/or political agreements be

negotiated, and should the parties concerned decide they require international supervision, Canada will, if asked, carefully consider possible participation in a new supervisory body, provided, of course, that it is made competent to fulfil the functions assigned to it.

### Indonesia

The largest country in Southeast Asia and fifth ranked in the world in both area and population, Indonesia is of prime importance in the region. In its foreign policy review, the Canadian Government stated its intention to provide more development funds for Indonesia. During the fiscal year 1969-70, Canada provided \$265 million in grants and food aid to Indonesia, and this amount will more than double in the fiscal year 1970-71.

### Japan

The Prime Minister of Canada visited Japan during the week May 25-30 as a guest of the Japanese Government and on May 27 participated in the gala Canada Day celebrations at Expo 70 in Osaka. Mr. Trudeau's presence highlighted an extremely successful participation by Canada in this first World Exhibition ever held in Asia, at which the Canadian pavilion was awarded first prize for design by the Institute of Japanese Architects. The Canadian Government sponsored performances at Expo 70 and in Osaka by groups representing a broad cross-section of Canada's cultural life, including the National Ballet, the Montreal Symphony Orchestra, the Royal Canadian Mounted Police Musical Ride and Band, Les Feux Follets, the Charlottetown cast of *Anne of Green Gables*, Gilles Vigneault, Renée Claude, Ian and Sylvia and many pop-rock groups. Three Canadian provinces -- British Columbia, Ontario and Quebec -- also had their own pavilions at Expo 70, making the composite Canadian participation the largest of any foreign country.

In addition to officiating at the Canada Day celebrations on May 27, the Prime Minister was received in audience by the Emperor and met Prime Minister Sato for official talks. He also met Japanese industrialists, government officials, sportsmen and religious personalities. Mr. Trudeau's official visit to Japan was the second to that country by a Canadian Prime Minister; it climaxed a three-week tour of the Pacific area, which included visits to New Zealand, Australia, Malaysia, Singapore and Hong Kong.

Other notable Canadian visitors to Japan during 1970 included the Premiers of Ontario, British Columbia, Alberta and Nova Scotia, and a delegation representing the government of the Province of Quebec. Separate visits were made by the federal Ministers of Finance, Industry, Trade and Commerce, and Energy, Mines and Resources, and by the Minister responsible for citizenship.

A Canadian Parliamentary delegation headed by the Speaker of the Senate, the Honourable Jean-Paul Deschatelets, visited Japan in June at the invitation of the Japanese Diet. This was the first such visit to Japan by a Canadian Parliamentary delegation; it is expected that a delegation representing the Upper and Lower Houses of the Japanese Diet will pay a return visit to Canada in 1971.

Japan continued as Canada's third most important trading partner, the two-way trade in 1970 exceeding \$1,200 million. Long-term contracts for the purchase of coal, iron ore, copper, potash and wood pulp assure Canada of a large continuing market in Japan. The Japanese are showing increasing interest in direct investment in Canadian resource industries.

### Korea

The Minister of Finance, the Honourable Edgar Benson, made a short visit to the Republic of Korea and represented Canada at the annual meeting of the Asian Development Bank in Seoul in April.

An increasing number of Koreans are emigrating to Canada (over 800 in 1970) and two-way trade between Canada and Korea exceeded \$30 million.

### Thailand

Dr. Thanat Khoman, the Foreign Minister of Thailand, paid an official visit to Ottawa from March 1 to 4. He met with the Secretary of State for External Affairs and the Minister of Industry, Trade and Commerce to discuss matters of bilateral and general interest.

## Latin American Division

This Division is concerned with Canada's relations with Latin America. Canada has had diplomatic relations with all 20 Latin American countries since 1957 and at present there are 11 Canadian diplomatic posts in Latin America.

The major work undertaken by the Division this year was the completion of the Latin American section of the foreign policy review. This paper, entitled *Latin America* (with the subtitle *Foreign Policy for Canadians*), sets forth the general outline of future Canadian policies and programs to be pursued in Latin America. The conclusion reached in this study was that Canada should undertake a systematic strengthening of relations with Latin American countries bilaterally and through the agencies of the Inter-American System and the United Nations.

Among the plans in the scientific and cultural spheres is the Government's intention to encourage private Canadian companies to accompany their Latin American investment with technology and technical training. Government departments and agencies with technical know-how will be encouraged to receive Latin American personnel and to transfer information to individual countries represented on inter-American bodies. The Government will continue to support the efforts of UN bodies to make technology more universally available in developing countries. It will also facilitate academic exchanges with Latin America and apply the recently-inaugurated joint program by the Canadian International Development Agency (CIDA) and the National Research Council (NRC) of research associateships in Canada for scientists from developing countries to Latin America. Cultural exchanges will be encouraged, including the exchange of artists and craftsmen who would work for a while in the other country.



The capacity of Canadian information offices to serve Latin America effectively will be increased with the eventual establishment of two or three regional information centres that will also serve as Canadian cultural centres. The first such centre is now in the planning stage and will be set up in Mexico, possibly as early as 1971.

Canada will not for the moment join the Inter-American Development Bank (IADB), but will continue to provide capital assistance in Latin America through the Bank. Canada contributed \$10 million to the Bank in the fiscal year 1970-71, plans to give at least as much in 1971-72, and may increase that contribution if arrangements can be reached with the Bank.

The Government will initiate bilateral technical assistance programs in Latin America, \$10 million having been suggested for this purpose in 1971-72. The Government will also increase support for private Canadian agencies participating in development activity in Latin America. It continues indirect support of the Canadian University Service Overseas in its operations all over the world, including those it is undertaking in Latin America, and sponsors the Canadian Executive Service Overseas, a private organization that provides technical assistance to developing countries, including Brazil.

Following the devastating earthquake that struck northern Peru on May 31, 1970, the Canadian Government provided emergency relief assistance worth approximately \$1 million, as well as a cash donation of \$25,000 to the Canadian Red Cross Society, which was used to assist with the immediate purchase of emergency supplies. Canadian *Yukon*, *Caribou* and *Hercules* aircraft played a significant part in the evacuation of disaster victims and in the airlift of relief supplies to isolated towns and villages. The proposal was made in October to give \$1.5 million for mixed capital and technical assistance projects for earthquake reconstruction in Peru during the fiscal year 1970-71.

Canada now belongs to four inter-American organizations: the Pan-American Institute of Geography and History (PAIGH), which assists member countries of the Organization of American States (OAS) with regional economic planning and with their studies of problems of urbanization; the Inter-American Statistical Institute (IASI); the Inter-American Centre of Tax Administrators (CIAT), and the Centre for Latin American Monetary Studies (CEMLA). Canada is also a member of the United Nations Economic Commission for Latin America (ECLA) and, through membership in the World Health Organization (WHO) and the International Labour Organization (ILO), participates to a certain extent in the work of the Pan-American Health Organization (PAHO) and the ILO's regional committee for the Americas. Canada also assists Latin American countries toward development through annual contributions to the United Nations Development Program (UNDP), the International Bank of Reconstruction and Development (IBRD), the UN Educational, Scientific and Cultural Organization (UNESCO), the Food and Agriculture Organization (FAO) and the World Food Program. The Government plans to seek full membership as well in the Pan-American Health Organization, the Inter-American Institute of Agricultural Sciences (IAIAS), the Inter-American Indian Institute (IAII), and the Inter-American Conference on Social Security (CISS).

Among the measures planned for the expanding of Canadian exports to Latin America are the following: development of a program of selected priorities in the promotion of trade in a developmental context; maintenance of closer and more comprehensive contacts with Latin American governmental and intergovernmental bodies dealing with trade and development; and broader use of the credit and insurance facilities of the Export Development Corporation.

To facilitate imports, Canada will continue to adopt a positive attitude towards the adoption of an international system of general, non-reciprocal, non-discriminatory tariff preferences to ease the export of manufactured and semi-manufactured goods by developing countries, and to seek equitable solutions to the problem of low-cost imports. It plans to make efforts to provide Latin American exporters with a better knowledge of Canadian markets. The Government will also encourage and assist Canadian investment in Latin America.

The first step in Canada's new relations with the Americas was taken in June, when the Parliamentary Secretary to the Secretary of State for External Affairs, speaking as an observer at the first special session of the General Assembly of the OAS, announced Canada's intention to create an office of Permanent Observer to the Organization. This post, which would be independent of the Canadian Embassy in Washington, would represent Canada at the meetings of inter-American bodies of which this country is a member and would maintain a close liaison with the OAS itself. The members of the OAS showed general approval of this move and welcomed Canada's efforts to become more closely involved in the affairs of the western hemisphere.

#### Relations with French-Speaking States Division

This Division is concerned with the multilateral aspect of Canada's relations with French-speaking countries and thus complements the activities of the divisions responsible for specific geographical areas that deal with the bilateral side of such relations. In particular, all aspects of Canada's growing participation in the cultural community of the world's French-speaking countries are the concern of this Division, which, throughout the year, devotes itself to preparations for Canadian participation in the numerous official and semi-official meetings taking place in various countries and relating to the French-speaking community.

Within the context of intergovernmental contacts among members of the community of French-speaking countries during the last year, the Division contributed to Canadian participation in the Conference of Education Ministers of French-speaking Countries from Africa and Madagascar, which held meetings in Nouakchott, Mauritania, from February 23 to 26 and in Paris from April 7 to 10. The Division also undertook to co-ordinate preparations for Canadian participation in the seminar organized in Yaoundé, Cameroun, as part of the Conference's activities.

Canada also took an active part in the second Niamey Conference, a very important event, which established the convention on the Agency for Cultural and Technical Co-operation and drew up its charter. Canadian

signature of the convention at the Conference was subject to ratification. A few months later, however, Canada lodged the instrument of ratification at Niamey, according the Agency its full and enthusiastic support. When Mr. Jean-Marc Léger, Secretary-General of the Agency, visited Canada on September 16, he was officially greeted by Prime Minister Pierre Elliott Trudeau, who informed him of the Canadian Government's decision to ratify the convention creating the Agency. As a member of the Agency's administrative council and programs committee, Canada attended the first meetings of these bodies held in Paris from June 16 to 19. It also took part in such activities of the Agency as student exchanges in Tunis from August 18 to September 1 and the conference on handicrafts and tourism held in Tunis from December 13 to 19.

In the area of non-governmental contacts with the community of French-speaking countries, the Division contributed to Canada's participation in the annual congress of the Institute of French-speaking Jurists that took place in Libreville, Gabon, from October 14 to 28.

#### United States of America Division

The United States Division is concerned with the whole range of practical problems of Canada's relations with the United States. Within the Department it has a general co-ordinating responsibility, involving a continuing review and analysis of the important aspects of the increasing number of matters of interest to the two countries. In performing this function, it maintains close liaison with other government departments and agencies and with the divisions in the Department having primary responsibility for particular aspects of the bilateral relation, such as those involving defence, consular, trade and economic matters.

The Division has specific responsibility for subjects of bilateral concern dealt with by the International Joint Commission and the International Boundary Commission. It works closely, therefore, with these two Commissions and with the St. Lawrence Seaway Authority and other international commissions and organizations concerned with Canada-U.S. affairs. The Division's work covers the development of water resources, transportation links, international parks, water and air pollution, all international fisheries commissions and fisheries conservation, shipping (including tolls and pilotage on the St. Lawrence Seaway system), and trans-border traffic and migration, in their international context. The Division also has responsibility for co-ordinating interdepartmental views on the construction and operation of international bridges and on international transportation questions in Canada's Pacific coast region.

In the field, Canada's relations with the United States are conducted through the Canadian Embassy in Washington, the Consulates General in Boston, Chicago, Los Angeles, New Orleans, New York, San Francisco and Seattle, and the Consulates in Buffalo, Cleveland, Dallas, Detroit, Minneapolis, Philadelphia and San Juan, Puerto Rico.

In the area of environmental management, the Governments of Canada and the United States launched important new initiatives over the course of the year. In the International Joint Commission's December 1969 interim



report on pollution of the Lower Great Lakes, the Commission confirmed the fact that pollution was a serious problem urgently requiring action. Accordingly, a Canadian delegation, consisting of the Secretary of State for External Affairs, the Ministers of Energy, Mines and Resources and of Fisheries and Forestry, and Mr. Herb Gray, Minister without Portfolio, met with a U.S. ministerial delegation on June 23 and, after considering the IJC's report, established a working group to develop recommendations to their two governments. The working group met on September 24 and 25, and will report to the ministers when they meet again, soon after the IJC issues its final report early in 1971. The Division has also been involved with the IJC's work on water-levels in the Great Lakes and water problems in the New Brunswick and Maine border areas.

It was mentioned in the 1969 report that the Parliamentary Standing Committee on External Affairs and National Defence had started a study of Canada-United States relations. This study was completed in May 1970, and the committee submitted its report to the House of Commons in July.

In November, the Canada-United States Ministerial Committee on Trade and Economic Affairs met in Ottawa to review a wide range of matters in these fields directly affecting relations between the two countries.

## PROVINCIAL INTERESTS IN INTERNATIONAL RELATIONS

The Department's Co-ordination Division deals with the federal-provincial aspects of Canada's international relations. The Division's primary responsibility is to maintain close liaison with the provinces concerning their interests in international affairs and to facilitate their international activities in a manner that will fully meet provincial objectives and be consistent with a unified Canadian foreign policy.

Origin

The Co-ordination Division was formerly a section of the Department's Legal Division. It was established separately, in September 1967, as a result of expanding provincial interests abroad and of the Federal Government's desire to develop more effective procedures to ensure that these interests could be encouraged and facilitated. The Federal Government's position in this regard was outlined in the White Paper *Federalism and International Relations*, published early in 1968, in which it was emphasized that it was not the intention to oppose increased provincial contacts with the international community; on the contrary, the Government was anxious to ensure that Canada's foreign relations would serve the best interests of all the provinces as well as of the two major linguistic communities in Canada. As the White Paper recognized, however, it would be no easy task to work out the necessary co-ordinating procedures within a federal system of government in which provinces were wholly or partially responsible inside Canada for a wide range of subjects which were also matters of international interest, but in which the Federal Government bore ultimate responsibility for the conduct of international relations. Within the Department of External Affairs, the task of devising and implementing such procedures rests with the Co-ordination Division.

Functions

The Division carries out a liaison function at both provincial and federal levels of government. Within the Department of External Affairs, it co-ordinates the activities of other divisions and of Canadian posts abroad when these impinge on areas of provincial interest. The Division also works closely with other federal departments and agencies to ensure that full account is taken of provincial interests abroad.

At the provincial level, the Co-ordination Division is in regular contact with officials of the provinces on day-to-day questions of interest to provincial governments. In conjunction with provincial authorities, the Division constantly seeks to establish closer working relations and more effective continuing procedures for consultation.

Provincial Aspects Abroad

Aspects of international affairs which have been of particular interest to the provinces include:

- (1) Promotion of trade, investment, new industries, immigration, tourism, cultural exchanges, environmental questions, science and technology.
- (2) Participation in international conferences and in the work of international organizations on a wide range of subjects including education, health, agriculture, labour, social security and many others.
- (3) Assistance to developing countries in co-operation with the Canadian International Development Agency.
- (4) Participation in the Agence de Coopération culturelle et technique.
- (5) Bilateral and multilateral international agreements, particularly where provincial action is required for their implementation.

#### Promotional Activities Abroad

In connection with some of their promotional activities mentioned above, several provinces maintain offices in individual foreign countries. The number of such offices has been increasing rapidly. At the moment Ontario, for example, has 15 offices in eight countries, and Quebec has 12 offices in six countries. Four other provinces -- Alberta, British Columbia, New Brunswick and Nova Scotia -- have at least one office each abroad. (While many provincial offices abroad have been set up recently, a few were established as much as a century ago.)

The Division assists provinces which wish to establish new offices abroad. It enlists the help of Canadian missions and assists, as required, in securing visas, documentation and any privileges which may be accorded to provincial officials by the foreign countries concerned.

These same "promotional" activities have led to an increasing volume of provincial visits abroad. Accordingly, a continuing task of the Division lies in making necessary arrangements for visits abroad by provincial premiers, ministers and officials. The Division also assists with arrangements for visits of foreign personalities to the provinces.

#### International Conferences and Organizations

The Co-ordination Division is actively involved in the formation of Canadian delegations to international conferences and organizations. Basic guidelines on this subject were outlined in the White Paper *Federalism and International Conferences on Education*, published in February 1969. In this White Paper, the Government reaffirmed its policy that Canadian delegations to international conferences and organizations should reflect both Canada's bilingual character and the international interests of the provinces. In implementation of this policy, the Co-ordination Division notifies the provinces of forthcoming Canadian participation in international activities of concern to them, invites provincial representation, and stands ready to help provincial representatives with administrative problems connected with their participation.



In this connection, considerable attention was focused in 1970 on the founding conference, held at Niamey, Niger, of the Agence de Coopération culturelle et technique. Debate at this conference highlighted the question of whether governments, other than governments of sovereign states, might play a more direct role than has been customary in the past in an international organization such as the Agence. In the end, the conference adopted, as part of the charter of the new Agency, an article that created the status of "participating government" that might be available to governments of non-sovereign states, on conditions to be worked out between them and the government of the member state responsible for their external relations. Canada played a part in the drafting of this article, and has since ratified the Niamey Convention, of which the charter forms a part. The Co-ordination Division has been closely concerned with these developments and with the question of whether, and if so on what conditions, the article in question might be applicable to Canadian provinces.

### Aid

With respect to Canada's program of assistance to developing countries, the Co-ordination Division is guided by the proposals set forth in *Federalism and International Relations*, which seek to encourage wider federal-provincial consultation and more effective arrangements in the co-ordination of Canada's total aid contribution. Several provinces have initiated specific aid projects of their own, and the Division seeks to ensure that these are co-ordinated with the activities of the Canadian International Development Agency and with the development assistance programs for which the Agency is responsible. Conversely, many of the Agency's projects require provincial co-operation for their implementation and, while this is usually a matter for direct arrangements between the Agency and the provincial authorities concerned, the Division is often able to assist.

### International Agreements

With respect to the conclusion of treaties, conventions and other formal agreements between Canada and other countries, it is the Co-ordination Division's responsibility to consult with the provinces concerned to obtain their concurrence in the ratification of all such agreements touching upon fields of provincial or joint federal-provincial jurisdiction. For example, provincial agreement is necessary for Canadian adherence to multilateral conventions such as the Covenants on Human Rights, the implementation of which requires action by provincial governments. Other international instruments establishing programs of activities may also require provincial agreement before they can be implemented in Canada; at other times, the Federal Government may conclude international agreements to meet express provincial wishes. Consultation with the provinces is often undertaken before, or in the negotiating stage of, treaties affecting them. Such consultation provides the most effective means of harmonizing federal and provincial interests.

## ECONOMIC AFFAIRS

The establishment of an Office of Economic Affairs to replace the former Economic Division has meant increased efficiency in the conduct of the Department's economic activities. The reorganization, which took place in September 1968, has given the head of the Office greater freedom to concentrate on co-ordination and development of policy and initiatives touching on broader questions of major significance for Canada in international economic affairs. It has also resulted in a more effective handling of the Department's economic work through the separation of activities into three divisions -- Aid and Development, Commercial Policy and Transportation, Communications and Energy. These divisions operate in collaboration with a large number of departments and agencies in Ottawa to ensure that international economic policies are conducted in harmony with the more general foreign policy considerations and objectives of the Government and that these general foreign policy matters reflect appropriately the Government's interests in the economic field.

## Aid and Development Division

In 1970 the Government went through an important exercise in defining Canada's aid policies. The pamphlet on international development in *Foreign Policy for Canadians* defined Canadian aid policies directly, and the pamphlets on Latin America and the Pacific included policy objectives relating to aid programs in those areas. In the United Nations pamphlet the Government examined objectives relating to social and economic development in the multilateral context. The UN itself, in connection with its twenty-fifth anniversary, developed a strategy for enhancing economic development in the Second Development Decade. The Aid and Development Division, drawing as necessary on the expertise of other divisions within the Department, has attempted to ensure that Canadian aid policies are viewed from the perspective of general foreign policy objectives.

In its review of aid policies, the Government set out measures to improve the quantity and quality of Canadian development assistance. In its policy review and in subsequent statements at the UN, Canada committed itself to increasing the volume of development assistance by \$60 million, to \$424 million, in 1971-72, working towards the target levels of 1 per cent of the gross national product for total net transfer of resources and 0.7 per cent for official development assistance, making significant moves towards untying aid (up to 20 per cent of total bilateral allocations for high-priority programs may be untied), increased flexibility to provide some local costs and shipping costs, and increasing the proportion of Canadian multilateral assistance to about 25 per cent. The aid review also emphasized that Canadian aid programs should provide an expression of Canada's bicultural nature in order to contribute to national unity. Since the publication of the review in June, the Aid



and Development Division has been working with other divisions and departments to give substance to these policy directives. In this connection, it will be noted that Canada has agreed to increase and expand development assistance to Latin America, to direct increased attention to the Pacific area, including such regional institutions as the Economic Commission for Asia and the Far East, the University of the South Pacific and a proposed Consultative Group on the Philippines sponsored by the International Bank for Reconstruction and Development (IBRD). In the particular case of Indonesia, decisions have been taken to concentrate a greater effort towards developing projects and programs in that country, as evidenced by Canada's interest in seeking membership in the Inter-Governmental Group on Indonesia.

In December 1969, the United Nations released a "Study of the Capacity of the United Nations Development System" by Sir Robert Jackson, which was a critical examination of the problems inherent in co-ordinating and expanding the development content of the United Nations agencies and programs. The Governing Council of the United Nations Development Program, at its regularly scheduled ninth and tenth sessions and at an extraordinary special session in March, undertook with encouraging results a profound study of its future in terms of organization, programming and capacity to implement programs. The contribution of Canadian delegations to the Governing Council was significant. This effort was co-ordinated by the Canadian International Development Agency through an interdepartmental committee convened to determine Canadian policy in this field. The Aid and Development Division co-ordinated the departmental view and provided an officer to serve on these delegations to the Governing Council.

During 1970 the UN family engaged in the drafting of a development strategy intended to be the framework that would guide member countries in formulating their development policies during the next decade. This strategy, which was endorsed during the twenty-fifth session of the General Assembly, was the end-product of extensive study and negotiations within all UN agencies. A key participant was the UN Conference on Trade and Development (UNCTAD), which had a major responsibility for drafting the portions concerning the trade and aid policies it was suggested that both developed and developing countries should follow. The Aid and Development Division, which has prime departmental responsibility for UNCTAD, was concerned with the development of Canadian policy on the issues that were being discussed there and elsewhere.

A major development during 1970 among measures to improve the trading positions of developing countries was the progress that was made in the elaboration of a scheme of tariff preferences for these countries. Substantial work was done in the Organization for Economic Co-operation and Development (OECD) and UNCTAD, the result of which was a series of tariff preference proposals from the major industrial countries, including Canada. These were first discussed thoroughly amongst prospective donors within the OECD to ensure that the burden of the preferences would be shared equitably amongst them, and subsequently in the UNCTAD to permit the developing countries to seek modifications in the proposals. Towards the end of 1970, it was agreed that the industrialized countries should seek legislative authority to implement them, in 1971 if possible. The Aid and Development Division has departmental responsibility for the



development of trade measures to assist developing countries, and participated in the interdepartmental and international discussion of the Canadian proposal.

The Government showed a marked interest in 1970 in drawing on the capability and interest of the Canadian private sector in support of Canadian aid efforts. During the year, the Canadian International Development Agency set up a Business and Industry Division to further this aim. The Export Development Corporation was established on October 1, 1969 (as successor to the Export Credits Insurance Corporation), to serve as a source of Canadian financing for developing countries. As the use of these export credits involves foreign policy as well as purely economic considerations, departmental participation is necessary. The Aid and Development Division is responsible for assisting the departmental Director at the monthly meetings of the Corporation's Board of Directors and also the Director-General of the Office of Economic Affairs, who represents the Department at the weekly sessions of the Committee of Alternate Directors. The long-term credit facility provided for Canadian exporters by the Export Development Corporation serves the threefold purpose of encouraging the export of Canadian products, assisting the Canadian manufacturers in developing export markets for their products, and permitting the developing countries to purchase the capital goods they require with long-term financing.

The Export Development Corporation is also responsible for the administration of the new Investment Insurance scheme, which is designed to encourage Canadians to invest in developing countries. A precondition for foreign investment insurance is a government-to-government agreement between Canada and the country in which the investment is to take place. The Aid and Development Division, in co-operation with the responsible officials in the Export Development Corporation, has initiated negotiations towards such agreements in Asia, Europe, Latin America and the Caribbean. In addition, foreign investment insurance under IBRD sponsorship is currently being examined by the Division in consultation with other interested departments of government.

The year 1971 will be a particularly challenging one. The volume of Canadian development assistance will be increased by nearly 17 per cent, and major efforts will be made to implement policies which were developed in 1970 to make aid more effective.

#### Commercial Policy Division

The Commercial Policy Division is concerned with Canada's multi-lateral and bilateral relations over a broad range of economic subjects. These include Canada's trade and financial policies and relations abroad and international aspects of domestic economic, industrial and financial policies. The Division deals with Canadian participation in the General Agreement on Tariffs and Trade (GATT), the OECD, the International Monetary Fund (IMF) and a number of multilateral institutions; it also deals with the bilateral economic, trade and financial relations between Canada and the rest of the world.

The year 1970 witnessed some increase in protectionist tendencies among world traders. To resist these trends, initiatives were pursued to continue the liberalization of trade which has contributed greatly over the past 25 years to the expansion of international trade and the growth in prosperity. Most developed countries were continuing strenuous efforts to deal with the serious problem of inflation with which they were faced. Financially, the year was quieter than some recent periods as steps taken earlier, collectively or individually, began to take effect. Canada, like a number of other countries, started looking more closely at ways of dealing with investment matters, both at home and abroad, in a way that would continue to provide for the desired economic growth while assuring satisfactory domestic control of the national economic environment.

Canadian trade expanded importantly during 1970. On the basis of preliminary figures, annual exports rose about 14 per cent, to approximately \$17 billion, and imports remained nearly stable at about \$14 billion. The surplus on trade account of about \$3 billion resulted in the first current-account surplus since 1952, in the area of \$1 billion.

### Multilateral Economic Relations

The last major round of tariff negotiations (the Kennedy Round) undertaken by the Contracting Parties to the General Agreement on Tariffs and Trade led to the progressive introduction of tariff concessions among GATT members, beginning in 1968, and generally due for completion on January 1, 1972 (Canadian commitments, with one exception, were put into effect on June 4, 1969). The GATT Work Program adopted in November 1967 to foster further progress in trade liberalization provided for initiatives to study the tariff situation after the Kennedy Round, to prepare an inventory of non-tariff and para-tariff barriers to trade and to explore opportunities for making progress in the attainment of objectives of the GATT in the agricultural field. Special attention was to be devoted to the trading problems of developing countries. At the twenty-sixth session in February 1970, the Contracting Parties decided that during 1970 the task of formulating conclusions on possibilities for concrete action should be completed in order that at the twenty-seventh session they could consider a decision to initiate the appropriate actions concerning both the industrial and agricultural sectors.

Applications from Romania and Hungary for membership in the GATT were reviewed during the year. Poland and Yugoslavia are already GATT members and interest has been sustained in associating the remaining Eastern European countries more intimately with the GATT; the Romanian and Hungarian applications have served to focus attention on this development. Canada continued to encourage examination of the problems involved in a *rapprochement* of this kind.

The Organization for Economic Co-operation and Development was established in September 1961, as successor to the Organization for European Economic Co-operation, founded in 1948 by the countries of Western Europe to facilitate the reconstruction of their economies after the Second World War. The establishment of the OECD saw Canada and the United States, and later Japan, join with the countries of Western Europe



to form what is today a major intergovernmental forum for consultation and co-operation among the advanced industrialized nations in virtually every major field of economic activity. At present, 22 countries are full members of the Organization, while Australia, New Zealand and Yugoslavia have special status entitling them to participate in certain of the OECD's activities. The OECD plays a significant role in the harmonization of international economic and financial policy and constitutes the main forum for consultations among developed countries on development assistance questions. The original focus of the Organization upon more traditional economic, trade and development matters has shifted in the recent past and new activities have been undertaken in the areas of agriculture, industry, science and technology, environmental and manpower policy. This broadening orientation has been continued during 1970 and is reflected in the Organization's work program for 1971.

On February 24 and 25, 1970, the new Secretary-General of the OECD, Mr. Emile van Lennep, visited Ottawa as the guest of the Canadian Government and met with Canadian ministers and government officials for a review of OECD affairs.

At the annual OECD ministerial meeting in May, major emphasis was placed on the development of more sophisticated economic policies for the 1970s. While they agreed that their collective economies could be confidently expected to grow by about 65 per cent in the decade ahead, the ministers were unanimous that the qualitative aspects of growth -- the ways in which this new wealth should be allocated among desirable economic and social objects -- called for more attention in the future. They looked at the growing seriousness of problems of the physical environment and resolved that the OECD should undertake major new efforts to develop coherent and co-ordinated policies for measuring and mitigating the "external diseconomies" that are now a feature of modern industrialized societies. They noted with concern the inflationary situation prevalent throughout the OECD area and agreed on the paramount importance of bringing it under control. Finally, in the light of the United Nations Second Development Decade, the ministers reviewed their development assistance policies and discussed ways of improving both the quantity and quality of aid flows to the developing countries, as well as the question of tariff preferences in favour of these countries. The Canadian delegation to the annual meeting was led by the Honourable Ronald Basford, Minister of Consumer and Corporate Affairs, and the Honourable Herb Gray, then Minister without Portfolio.

The International Monetary Fund held its annual meeting this year in Copenhagen, from September 21 to 25. The Canadian delegation was led by the Honourable Edgar Benson, Minister of Finance, Mr. Gray, Mr. Louis Rasminsky, Governor of the Bank of Canada, and Mr. M.F. Strong, then President of the Canadian International Development Agency. Although 1970 was a comparatively quiet period on the international monetary scene, the highlights of the year were considered to be the first allocation of special drawing rights and the expansion of the Fund's resources through arrangements for substantial increases in members' quotas. At the annual meeting, considerable attention was given to the strong and widespread inflationary pressures prevalent in the industrial countries and to the importance of forceful policies aimed at restoring a reasonable



degree of price stability. The Board of Governors of the IMF also reviewed a report of the Executive Directors on "the role of exchange rates in the adjustment of international payments". The Governors concurred in the view expressed in the report that the basic principles of the Bretton Woods system were sound and should be maintained and strengthened, and within this context instructed the Executive Directors to continue their study of possible improvements in the system. At the annual meeting, Mr. Benson also reviewed the events leading up to the decision of the Canadian Government on May 31 that, for the time being, the Canadian Exchange Fund would cease purchasing sufficient U.S. dollars to keep the exchange-rate of the Canadian dollar within one per cent of its par value of 92.5 cents (U.S.). This decision allowed the Canadian dollar to "float"; its value in terms of U.S. dollars had risen about 7 per cent by year's end.

Canada participated in the meeting of Commonwealth finance ministers held in Cyprus on September 17 and 18, 1970, and was represented by Mr. Gray. The ministers reviewed recent developments in the world economic situation and discussed a number of economic, trade and monetary matters of common interest to the Commonwealth countries.

While the latter part of 1970 saw a considerable improvement in marketing conditions for wheat, the lack of stability in the export market, despite the existence of the International Grains Arrangement, was continuing cause for concern. Preparatory meetings were held in London for a Wheat Conference to be held in Geneva in January and February 1971, under the auspices of the United Nations, in order to negotiate a new wheat agreement. Canada participated in these meetings and is sending a delegation to the Conference.

Other major agricultural problems with external policy implications included the Canadian dairy-support program and developments in world meat trade. Owing to the danger of increased disruption of the Canadian dairy-support program from imports of dairy products, import controls were imposed during 1970 on cheese of all types, dry whole milk, evaporated and condensed milk and animal feed containing more than 40 per cent of non-fat milk solids. The closing by the United States of its border to transshipments of certain categories of manufacturing meat through Canada led in the summer to a temporary embargo on imports of such meats from producers in Oceania. The successful adjustment of the Canadian market to new conditions led to the withdrawal of these controls after a short period.

During 1970, the Anti-Dumping Act was amended to allow the Anti-Dumping Tribunal to inquire into and report on matters relating to imports that might injure Canadian trade or industry. The Anti-Dumping Tribunal deals, in this regard, with all imports except textiles and clothing. To cover textiles and clothing goods, pursuant to the Government policy on these matters as enunciated last May, a Textile and Clothing Board was established later in the year. The Board will, *inter alia*, examine and report on cases where imports of textiles and clothing are reported to be injuring the Canadian industry.

Canada renewed export restraint arrangements with Japan, Singapore, Korea, the People's Republic of China, Hong Kong, Greece and, *ad referendum*,

Taiwan during 1970. Some of these arrangements were negotiated within the framework of the Long-Term Agreement on International Trade in Cotton Textiles. This convention, originally signed in Geneva in 1962, was extended for another three years in October 1970. Moreover, the outstanding problem of cotton-yarn imports from Mexico was resolved in March 1970 through a mutually satisfactory restraint arrangement that was extended in October to cover the period until March 31, 1971. In addition to these annual discussions, Canada also entered into negotiations with Romania, Trinidad and Tobago, Poland and Portugal (on behalf of Macao) to establish restraint agreements on shirts. These discussions resulted from emergency action to restrict by means of a surtax the import of woven fabric men's and boy's shirts at levels reached in February 1970. Negotiations were required with these four countries to provide exemptions for shipments after June 2, 1970, commensurate with part performance but for which no agreement had been previously reached. Taking into account the regular restraint arrangements reached with other countries, accommodation was thus reached with Canada's main foreign shirt suppliers, although some 40 countries were affected by the surtax action.

### Bilateral Economic Relations

Canada's most important trading and financial partner remains the United States. Preliminary statistics show that in 1970 the total trade approximated \$21 billion, up some 7 per cent from 1969, with Canadian exports at \$10.9 billion. This amounted to approximately 64 per cent of Canadian exports in 1970.

During the course of the year, frequent meetings took place between representatives of the two countries. The Joint United States-Canada Committee on Trade and Economic Affairs held its thirteenth meeting on November 23 and 24 in Ottawa; the Canadian delegation was led by the Secretary of State for External Affairs, the Honourable Mitchell Sharp, and included other ministers and the Governor of the Bank of Canada, while the United States delegation was led by the Secretary of State, the Honorable William Rogers, and included other Secretaries, the President's Special Trade Representative and the Chairman of the Council of Economic Advisors. The Committee exchanged views on the current economic and financial situations in Canada and the United States, noting the success of both countries in moderating excessive demand pressures. They also discussed various bilateral and international financial and balance-of-payments questions. Reviewing moves toward the enlargement of the European Economic Community (EEC), the members of the Committee stressed the importance of participants taking fully into account the interests of third countries and noted problems arising out of the EEC common agricultural policy. The Committee agreed on the need for leadership by the major trading countries in pursuing early trade liberalization within the GATT framework. Committee members discussed a number of international agricultural questions, including the question of wheat. They reviewed their aid policies, including various steps by the two countries taken recently to improve their programs in this regard and noted the intention of the two countries to initiate a regime of tariff preferences for developing countries. Reviewing developments in the field of East-West trade, the Committee agreed that the question of



extraterritorial application of U.S. export controls and other existing restrictions should be further reviewed in order to avoid problems for other countries in this area. The Committee also discussed a number of bilateral questions, including environmental problems, energy, the Canada-United States Automotive Products Agreement, and agricultural matters. It was agreed that discussions would be pursued at the official and/or ministerial level on certain of these items during 1971. Earlier in the year, discussions had been held on the Automotive Agreement with a view to assuring that the arrangements in force were carried forward in a manner fully satisfying the requirements of both parties; it is expected that these discussions will be continued in 1971. Officials also met occasionally to discuss other bilateral questions, including financial and balance-of-payments matters on which special arrangements respecting capital flows have been in existence for some time between Canada and the United States.

Canadian exports to Britain and members of the EEC in 1970 were well sustained. The British market was buoyant and Canadian exports there advanced one-third. This was also the case for exports to the EEC, where a gain of over one-third showed particularly sharp advances in sales to the Benelux countries. Against this backdrop, however, a development of major significance with both economic and political dimensions for Canada was the commencement of negotiations between Britain and the European Economic Community for British entry into the European Common Market. Britain is still, by a substantial margin, Canada's second-largest export market and takes approximately 8 per cent of Canadian sales abroad. If Britain adopts the EEC tariff and trade regulations, about 70 per cent of these exports will face deterioration in terms of access, including the loss of preferences or free entry and the imposition of higher tariffs, as well as reverse preferences in favour of EEC suppliers. Canada has, therefore, engaged in close consultations with Britain at all levels of government to review the situation, explore areas in which potentially adverse effects on Canadian exports to Britain upon the latter's entry to the EEC could be mitigated, and examine potential benefits that could be derived for both parties if and when their trading relation is modified.

To underline the importance Canada attaches to the implications of British entry to the EEC a series of consultations at ministerial level with the parties directly involved in the negotiations was approved by Cabinet. Visits to Britain and Europe were accordingly undertaken during the autumn of 1970 by Mr. Sharp and the Minister of Industry, Trade and Commerce, the Honourable Jean-Luc Pepin. In addition, the question of British entry to the EEC was a major topic during the visit to Ottawa in December of the British Prime Minister, the Right Honourable Edward Heath.

In discussions with the parties to the negotiations, Canadian ministers have stressed that Canada would not oppose British efforts to enter the EEC even though substantial Canadian interests stood to be adversely affected, especially in the short run, by British membership in the European Common Market. Since the trading interests of other third parties would also be harmed, Canada maintained that the EEC and the applicants had a responsibility to take into account such interests



and make arrangements for attenuating trade damage to countries like Canada. At the same time, the parties to the negotiations should also strive to preserve and strengthen the present multilateral trading framework and avoid arrangements that might lead to trade restrictions and conflicts.

The implications of British entry to the Common Market were reviewed in detail during the Canada-U.K. Continuing Committee meeting in October and, just prior to this meeting, British and Canadian officials held a round of intensive discussions on 12 important industrial items, nine of which, whose sale to Britain could be affected adversely by British EEC membership, are of substantial export interest to Canada. The Canada-U.K. Continuing Committee also discussed the British proposal to move from an agricultural policy based on deficiency payments to one based on import levies. This move is designed to reduce the burden on the British Exchequer and is regarded as the first step in the alignment of British agriculture with the EEC's common agricultural policy. The change is one of importance for Canada, as its implementation is expected to affect adversely Canadian agricultural exports to Britain, especially grains.

Continuing growth in the importance of Canada's relations with Japan was emphasized by the visit to that country of the Prime Minister, the Right Honourable Pierre Elliott Trudeau, during Expo 70. Canadian trade with Japan exemplifies these growing links, since the latter is Canada's third export market (unless the EEC is considered as a single importing unit). Two-way trade with Japan in the first ten months of 1970 was \$1,134.1 million (\$663.9 million Canadian exports) compared with \$895.6 million (\$511.5 million Canadian exports) for the same period in 1969. Japanese investment in Canada is estimated at over \$100 million, including a significant portion in natural-resource enterprises. Besides close surveillance of trading relations as Japan moves more quickly to liberalize trade and investment opportunities, discussions in the mining industry were especially highlighted during official exchanges. There were a Japanese mining mission to Canada in August and a Canadian mining mission to Japan in December led by the Minister of Energy, Mines and Resources, the Honourable J.J. Greene.

A Canada-New Zealand trade protocol amending the 1932 trade agreement between Canada and New Zealand was signed on May 13, 1970, in Wellington by Prime Minister Trudeau and the Right Honourable K. Holyoake, Prime Minister of New Zealand. The protocol *inter alia* constitutes and provides for regular meetings of a Joint Consultative Committee. Negotiations for a similar protocol to amend the Canada-Australia trade agreement were also initiated in 1970.

An interim agreement between Canada and Jamaica designed to prevent double taxation on certain categories of income was negotiated during the latter half of 1970 and signed in Kingston on January 4, 1971, by the two ministers of finance.

At the invitation of the Canadian Government, a senior economic delegation from Algeria visited Ottawa from November 12 to 16. Discussions covered a wide range of commercial, economic and development assistance questions and reflected a mutual desire on the part of the Governments of Canada and Algeria to improve and strengthen the economic and commercial ties existing between the two countries. During the course of the visit several development-assistance agreements were signed; a long-term wheat agreement was also successfully negotiated.

The Canada-Tunisia Joint Committee met in Ottawa in June for its regular annual meeting and, among other questions, discussed the entire range of commercial, economic and development assistance matters of mutual interest.

On February 28, 1970, a protocol was signed extending the 1956 Canada-U.S.S.R. trade agreement to April 17, 1972. Negotiations are in prospect for renewal of the Bulgarian trade agreement, which ran out in 1969. Preliminary discussions began during 1970 with a view to negotiations with Romania on renewal of the trade agreement.

## Transport, Communications and Energy Division

### Atomic Energy

During the past year, Canadian officials and scientists continued to participate in a variety of conferences and symposia relating to various aspects of nuclear energy, including the fourteenth general conference of the International Atomic Energy Agency (IAEA), which was held in Vienna September from 22 to 28. Canada was again designated to hold one of the five seats on the Board of Governors reserved for the members most advanced in the technology of atomic energy, including the production of source materials. Canada has been a member of the Board of Governors every year since the Agency's inception and has supported it in all its activities. The Canadian Ambassador to Austria, Mr. N.F.H. Berlis, serves as Canada's representative on the Board and is the principal channel of communication from the Agency to the Department of External Affairs and other departments and agencies of the Government interested in atomic energy matters. As in past years, Canada continued to provide highly-qualified atomic experts to serve on the Agency's staff and to assist the Agency in its technical assistance activities.

Canada's bilateral atomic energy relations also continued to develop during the year and there were visits and exchanges of atomic specialists with several countries. Uranium sales continued throughout the year as Canadian uranium-mining industries announced contract sales to European and Japanese customers. The Canadian-designed nuclear-power station (CANDU) continued to attract growing interest in other countries contemplating the construction of nuclear reactors to generate electrical energy, and Atomic Energy of Canada Limited remained active in international competitive bidding in this field.

Canada continues to attach the greatest importance to the development of adequate international safeguards to ensure that nuclear materials and

equipment for peaceful purposes are not used to make nuclear weapons. All Canada's general bilateral agreements relating to the transfer of nuclear equipment and materials provide for such safeguards. During the year, safeguards inspections were carried out in accordance with the provisions of Canada's bilateral agreements, and consultations on safeguards matters were held with a number of governments and with the European Atomic Energy Community. Of particular importance in the development of international safeguards during the past year was the entry into force on March 5 of the Treaty for the Non-Proliferation of Nuclear Weapons (NPT). Canada was among the first to sign the NPT when it was first opened for signature in 1968, and ratified the treaty on January 8, 1969. Over 50 states have ratified, while a large number have signed with a view to ratifying. The IAEA's Safeguards Committee is at present deciding on the form and content of safeguards agreements to be negotiated between the Agency and NPT adherents as required under the treaty. The Canadian delegation to the meetings of the Safeguards Committee comprises the Canadian Governor to the Board of the IAEA, members of his staff, and advisers from Ottawa, including technical representatives from the Atomic Energy Control Board. The IAEA safeguards agreement required under NPT would provide for the application of safeguards by international inspectors on the whole atomic energy program of non-nuclear-weapon states. Canada has played a significant role in helping to win support from other states for the NPT, which is considered by Canada to be the most significant arms-control achievement to date in the nuclear field.

#### International Telecommunications

Canada was represented at the second session of the Plenipotentiary Conference of the International Telecommunications Satellite Consortium (INTELSAT), which was convened in Washington in February and March to develop further an international agreement relating to definitive arrangements for INTELSAT, which had been discussed at the First Plenipotentiary Conference and in three sessions of a preparatory committee during 1969. Canada was also represented at three sessions of an Intersessional Working Group established by the Second Plenipotentiary Conference, the purpose of which was to prepare a report for discussion at a third session of the Plenipotentiary Conference to be held during the first part of 1971.

Canada has been a member of INTELSAT since its beginning in 1963, and has played an active part in the development of the existing system, which has five satellites currently in operation over the Atlantic, Pacific and Indian Oceans (with two additional satellites in orbit but in reserve) providing transoceanic telephone, television relay and data-transmission services. Canada also continued to display its interest in other satellite programs through bilateral and multilateral meetings.

Canada participated in one meeting of the Commonwealth Telecommunications Council in London during the year, and the Canadian Overseas Telecommunication Council, which represents Canada on the CTC, was host to a recent meeting of the Council in Montreal later in the year.

During 1970, the Canadian communications authorities concluded with their counterparts in Ecuador and Sweden bilateral informal



administrative agreements extending reciprocal operating privileges to radio amateurs of one country while temporarily in the other country. Similar arrangements were under review during the year with other countries.

In the same sphere, negotiations have been undertaken with a number of other countries to conclude third-party amateur radio communications agreements.

### Civil Aviation

In 1970, bilateral agreements providing for the operation of commercial scheduled air services were concluded with the Governments of Trinidad and Tobago and Jamaica. Negotiations towards the conclusion of a bilateral Air Transport Agreement with Israel were completed and the agreement is expected to be signed before the end of the year. Discussions which began in 1969 relating to the existing Canada-United States Air Transport Agreement continued throughout the year. Negotiations were also held with officials from the Union of Soviet Socialist Republics, Barbados and Mexico.

## SCIENTIFIC RELATIONS AND ENVIRONMENTAL PROBLEMS DIVISION

The Scientific Relations and Environmental Problems Division was established as a reflection of the increasing importance of science, technology and environmental problems in the conduct of international relations. This organizational change has equipped the Department to meet developing new responsibilities and has also permitted the rational concentration of certain existing activities in one unit. Significantly, the creation of the new Division can be seen to parallel recent organizational arrangements in the foreign ministries of many of the developed countries. The significance of the work engaged in by the Division was underlined by the publication of the policy paper *Foreign Policy for Canadians*, which stressed "Quality of Life" and "Harmonious Natural Environment" as among the six principal national goals that must, of course, be reflected in foreign policy.

Among a wide range of activities, the responsibilities of this new Division include:

- (a) the conduct of scientific relations with other countries and international organizations, including the negotiation of agreements concerned with scientific and technological matters;
- (b) departmental liaison with the Science Secretariat and other government departments and agencies with responsibilities of a scientific nature;
- (c) a wide range of matters relating to the international aspects of the human environment;
- (d) advice on scientific and technical questions with foreign-policy implications, such as Arctic co-operation and international activities in outer space and maritime scientific matters;
- (e) official scientific representation at Canadian missions abroad and in international organizations dealing with scientific and environmental affairs.

The dominant feature of the work of the Division is maintaining liaison with or providing services to a large number of other departments and agencies. This function involves providing departmental representation on a number of interdepartmental committees dealing with: environmental matters arising in the United Nations, the Organization for Economic Co-operation and Development (OECD), the North Atlantic Treaty Organization (NATO) Committee on the Challenges of Modern Society (CCMS), and the United Nations Educational, Scientific and Cultural Organization (UNESCO); the elimination of pollution in the Great Lakes; Arctic research co-operation; the international aspects of outer space; and international scientific exchanges conducted by the National Research

Council. The Division thus provides one of the connecting links between a number of domestic programs and international spheres of action, whether of a bilateral or multilateral nature. In carrying out this function, the Division often provides the chairman or secretarial services for interdepartmental committees.

It is in the field of international activity directed toward the improvement and preservation of the human environment that the Division has become most intensively engaged in functions and responsibilities relatively new to the Department. The Canadian Government has made various statements of its will to tackle environmental problems in their global context. One expression of this commitment has been Canadian participation in the preparations for the United Nations Conference on the Human Environment to be held in Stockholm in 1972. Canadians delegations, including representatives from the Division, have played an active role in meetings of the Preparatory Committee for the Conference. In November, Mr. Maurice Strong, formerly President of the Canadian International Development Agency, assumed the important post of Secretary-General of the Conference. In another direction, arrangements have been begun for the provincial governments and private organizations to participate in the Canadian contribution to the Conference.

In the OECD, Canadian delegations have been involved in establishing the new Environment Committee, which will be concerned with the economic aspects of environmental control through multi-disciplinary techniques. The Environment Committee evolved out of the former Committee on Research Co-operation, and is designed to bring together the diverse competences of scientists and economists. In the NATO-CCMS, Canada has taken part in "pilot projects" concerned with the prevention and control of inland and maritime water pollution. A report of the Canadian experience with the clean-up of the *Arrow* oil spill was a feature of a conference held in Brussels in November. This conference initiated action directed toward further intensive international effort to deal with pollution of the oceans.

While the passage of the Arctic Waters Pollution Prevention Act focused attention on the determination of the Canadian Government to preserve the delicate ecological balance in the Arctic, in quite another direction the Division was involved in exploring mechanisms for facilitating international consideration of Arctic scientific problems.

Perhaps no pollution problem in Canada has attracted as much public attention, as well as the effort of governments at various levels, as that of pollution in the Great Lakes. Members of this Division have shared with members of the United States Division the servicing of a series of meetings with their United States counterparts at the official and ministerial levels in concerted efforts to find agreement on co-operative programs to clean up the Great Lakes. Representatives of the Ontario government have also taken part in these meetings.

During the year, Canada entered into a number of co-operative arrangements with the United States to develop useful applications of space technology. These ranged from procedures for United States use of the Churchill Research Range to the development of a communications technology satellite and the employment of a ground-station in Canada linked to a remote sensing satellite. The possibility of Canadian participation



in the "post-Apollo" manned space program continues under intensive study. While most of Canada's efforts in space programs have so far been directed to bilateral ventures with the National Aeronautics and Space Administration (NASA) of the United States, the prospect of eventual internationalization of space has not been neglected. Opportunities for multilateral co-operation in space activities were explored through the attendance of Canadian observers at meetings of the European Space Conference.

Canadian interest in developing mutually beneficial co-operative arrangements with other countries in science and technology led to the sending of a scientific and technological mission to Belgium in June. The success of this first venture of its kind has led to preparations for new missions to other countries.

## VII

### DEFENCE AFFAIRS

Foreign and defence policies are closely interrelated and if they are to develop in harmony with other Government objectives, close co-operation is essential between the Departments of External Affairs and National Defence and other agencies active in defence-related fields. The main responsibility for providing this link falls to the Office of Politico-Military Affairs and its constituent divisions -- the North American Defence and NATO Division and the Peacekeeping and Military Assistance Division. Established in 1968 to replace the former Defence Liaison (1) Division, the Office co-ordinates the development and implementation of Government policies in the various areas where foreign and defence problems meet. These include the enhancement of Canadian security on a national, bilateral and multilateral level; peacekeeping and truce supervision; international attempts at reducing tension through the control or reduction of military forces; the promotion of stability and security in developing countries through selected military assistance programs; promotion of defence research and development activities on a bilateral or multilateral plane; and civil emergency planning.

#### North American Defence and NATO Division

This Division is concerned with the foreign policy aspects of Canada's participation in collective security arrangements -- bilaterally with the U.S.A. under the NORAD agreement and multilaterally with the other members of the North Atlantic Treaty Organization. It is also responsible for the Department's role in the co-ordination of Canada's bilateral defence relations with other NATO countries. In each case the goal is not only to promote Canadian security in its broadest sense but also to contribute to the improvement of international relations through the development of policies that will contribute to the reduction of international tension.

Close co-operation between Canada and the United States to enhance the security of North America was maintained through 1970. As part of its review of defence policy, the Government continued its study of the manner in which it could contribute most effectively to North American defence, consistent with Canada's defence capabilities and resources, the nature of the potential threat to North American security, and the Government's national and foreign policy objectives as a whole. The Office was closely involved in this important study with the Department of National Defence and other government agencies.

In May a meeting was held in Victoria, British Columbia, of the Canada-U.S. Permanent Joint Board on Defence, which marked the thirtieth anniversary of the Board's establishment by Prime Minister King and President Roosevelt at Ogdensburg in 1940. As in the past, the External Affairs member and the Secretary of the Board's Canadian Section were provided by the Office of Politico-Military Affairs. The Office also maintained liaison with the many departments and agencies dealing with

emergency planning, and represented the Department on the Canada-U.S. Civil Emergency Planning Committee.

In its June 1970 policy statement *Foreign Policy for Canadians*, the Government reaffirmed its determination to meet in a responsible manner its collective security obligations under the North Atlantic Treaty, and to co-operate with other members of NATO so as to assist the alliance in realizing its full political potential in the search for lasting European peace and security.

In the continuing effort to find solutions to outstanding European problems, there were several important developments during 1970. For some time, NATO has advocated that these problems be dealt with in a pragmatic manner through negotiations between the interested parties, and recently a number of important negotiations have been initiated. These include the Strategic Arms Limitation Talks between the Soviet Union and the United States; the attempts by the Federal Republic of Germany to regularize its relations with its Eastern neighbours; new four-power talks on Berlin; and intra-German talks. In contrast to this approach, the Soviet Union has continued to advocate a large-scale formal conference on European security and co-operation, the aim and purpose of which remains unclear.

At their meeting in Rome in May 1970, the NATO foreign ministers stated they were prepared to participate in exploratory multilateral talks about the possibility of convening a conference if sufficient progress in the ongoing negotiations -- particularly concerning Berlin -- was recorded. In December, the ministers noted that some progress had in fact taken place, particularly with regard to the conclusion of treaties between Bonn and Moscow and Bonn and Warsaw, but they were of the unanimous view that, in the absence of any significant progress on the Berlin question, the time was not yet ripe to convene a formal European security conference. They indicated, however, that they were prepared to proceed immediately to multilateral exploratory talks on a conference whenever a satisfactory Berlin settlement had been achieved. In December, the ministers also renewed their invitation to Warsaw Pact countries, issued in May, to hold exploratory talks on the possibility of initiating negotiations on mutual and balanced force reductions. Included in this offer was an expression of willingness to consider as a first step the Eastern proposal for a reduction of foreign forces.

Throughout the year Canada played an active role, both within the NATO framework and bilaterally, in the consultations among interested governments of East and West on these important questions.

Particular attention was devoted by Canada to the continuing search for practical and effective arms-control and disarmament agreements that has become an increasingly significant aspect of NATO's activities. In addition to being directly concerned with the development of alliance policy on the conception of mutual and balanced force reductions in Europe, NATO has become the centre for consultation among the member countries on a wide variety of arms-control and disarmament questions being dealt with in the Committee of the Conference on Disarmament, the United Nations and in the Strategic Arms Limitation Talks (SALT).



The NATO Committee on the Challenges of Modern Society, which was established in 1969 as a forum for consideration of environmental problems of concern to alliance members, had a full and active year in 1970. Its activities are discussed in detail elsewhere in this Report.

### Peacekeeping and Military Assistance Division

This Division is responsible for the co-ordination of Canada's contributions to current peacekeeping operations. In performing this function, it works closely with the United Nations Division, which is responsible for Canada's position on general UN policy matters, and, of course, with the Department of National Defence, which provides the military personnel. The Division is also responsible for the co-ordination of Canada's military assistance programs and a number of other matters requiring intergovernmental consultation.

Canadian military personnel continued to serve throughout 1970 with the United Nations Truce Supervisory Organization in the Middle East, the United Nations Military Observer Group India-Pakistan and with the United Nations Force in Cyprus (UNFICYP). Canada's largest contribution to United Nations peacekeeping continues to be the 586-man contingent in UNFICYP. In December 1970 the Security Council extended the mandate of the Force until June 1971 and Canada agreed to maintain its contingent for the same period. Though a number of disturbing incidents have occurred in Cyprus during 1970, the situation remains relatively stable. UNFICYP's continued presence was considered necessary to assist in the maintenance of this stability while the slow search for a political settlement through intercommunal talks continued.

Canada's military assistance programs, initiated in response to requests from developing countries, have continued on a diminishing scale during 1970. With the exception of one technical officer who remained to assist the Tanzanian Peoples' Defence Force transport air wing, the last elements of what was Canada's largest overseas military assistance team were withdrawn from Tanzania in January 1970, on the expiry of the five-year agreement. The Canadian Armed Forces Training Team in Ghana, which was established in 1961, is now the only overseas training team in existence. It was reduced in strength to 12 officers during the past year, and is expected to continue at a further reduced strength for the time being. Under the program for training in Canada, some 49 officers and officer cadets from 11 developing countries, including Ghana, attended military courses in Canada. A small amount of military training assistance will continue to be provided to developing countries during 1971.

The Division continues to be responsible for the co-ordination of diplomatic clearances for overflights and landings of Canadian military aircraft overseas and of foreign military aircraft in Canada. Similar co-ordination is carried out with respect to naval visits. Other functions of the Division include assistance to the National Defence College (the Department provides a senior officer on the Directing Staff) in arranging its overseas tours, assistance to the National Defence College and other defence colleges in obtaining speakers on international

affairs and assistance to Canadian Forces Headquarters in arranging the annual Caribbean cadet exchange.

### Security and Intelligence Liaison Division

This Division provides a channel of communications with the national security authorities on matters of common concern. The Division also provides a self-contained unit responsible for organizing and monitoring departmental security at home and abroad. In addition, the Division serves as a co-ordinating link with other departments and agencies concerned with the analysis of intelligence data.

## ARMS CONTROL AND DISARMAMENT

"In the 1970s Canada should assign a high priority to working to stop the arms race in nuclear and other weapons as a means of contributing to Canadian security and to a less dangerous world environment." This statement of policy enunciated in *Foreign Policy for Canadians* has been the basic postulate of Canadian arms control and disarmament efforts in the United Nations General Assembly, in the Conference of the Committee on Disarmament (CCD) in Geneva, and in the North Atlantic Treaty Organization. These efforts are co-ordinated by the Arms Control and Disarmament Division of the Department.

In 1970, the first year of the Disarmament Decade proclaimed by the twenty-fourth United Nations General Assembly in December 1969, there were three major steps toward arms control and disarmament: the crucial negotiations between the United States and the Soviet Union on strategic arms limitation; the coming into force of the Non-Proliferation Treaty; and the successful conclusion of the seabed arms-control treaty. Other arms-control issues under active preparation or discussion during the year were the NATO proposal to engage the nations of Eastern Europe in the negotiation of mutual and balanced force reductions in Central Europe and efforts in the United Nations General Assembly and the Geneva Disarmament Committee to achieve progress towards a ban on underground nuclear-weapons testing and a prohibition of the development, production and stockpiling of the means of waging chemical and biological warfare.

Strategic Arms Limitation Talks (SALT)

The NATO consultations on the SALT negotiations, as well as on mutual and balanced force reductions and related issues of common interest, have given the alliance a new and dynamic arms-control dimension. The consultations of the United States in the North Atlantic Council with its NATO allies concerning strategic arms limitations have provided Canada with opportunities to make its views known and to contribute constructively to the conduct of these bilateral negotiations. As the Canadian representative at the United Nations General Assembly stressed when speaking to a resolution that called for "rapid" results from SALT and the "immediate" cessation of the testing and the deployment of all nuclear weapons, Canada did not believe these aspirations -- however laudable they might be -- were realistic particularly in view of the complexity of the questions involved and the importance of adequate verification of any strategic arms agreement. At the same time, Canadian spokesmen, in particular the Prime Minister and the Secretary of State for External Affairs, urged that the negotiating powers conclude the most comprehensive agreement possible, including major offensive and defensive strategic weapons systems.

Nuclear Non-Proliferation Treaty (NPT)

The ratification of the Non-Proliferation Treaty by 43 states, including three of the nuclear powers, brought it into force on March 5, 1970.



Canada, which had deposited its instrument of ratification on January 8, 1969, was one of the first "near-nuclear" nations to do so. The Treaty has been described as the most important achievement to date in the field of arms control, and Canada has urged all countries to make it an effective means of counteracting the dangers inherent in the proliferation of nuclear weapons. So far, 63 of the 99 signatories of the Treaty have deposited instruments of ratification; the safeguards required for its implementation and enforcement are currently under active negotiation in the International Atomic Energy Agency in Vienna.

#### Conference of the Committee on Disarmament (CCD)

The two sessions of the Disarmament Committee in 1970 (from February 17 to April 30 and from June 16 to September 3) devoted attention to three major arms-control questions: a seabed arms-control treaty; chemical and biological agents of warfare; and seismological means of monitoring a ban on underground nuclear-weapons testing. Canada endeavoured to play a constructive role in all these deliberations.

#### Seabed Arms-Control Treaty

The principal new achievement in arms-control negotiations during 1970 was the successful conclusion of the Treaty to Prohibit the Emplacement of Nuclear Weapons or Weapons of Mass Destruction on the Seabed and the Ocean-Floor and in the Subsoil Thereof. The Geneva Committee insisted on a number of substantive improvements in the joint draft on which the co-chairmen (the United States and the Soviet Union) had sought agreement. Canada emphasized the necessity of more adequate and meaningful verification procedures than those envisaged in the original co-chairmen's draft, and many countries shared this view. In deference to these preoccupations, the co-chairmen presented a revised joint draft on April 23, 1970, that incorporated a number of important changes, including verification procedures along the lines advocated by Canada and additional modifications suggested by other members of the Committee. Nevertheless, further improvements were insisted upon, in particular the inclusion in the verification clause of a specific provision for recourse to the good offices of the Secretary-General of the United Nations, as originally suggested by Canada. When the final revised version of the draft treaty was presented by the co-chairmen on September 1, 1970, though there was no reference to the Secretary-General, the verification article provided for "international procedures within the framework of the United Nations and in accordance with its Charter". The draft treaty was transmitted by the CCD to the United Nations General Assembly and on December 7, 1970, the Assembly adopted, by a vote of 91 (Canada) to two, with two abstentions, a resolution that commended the treaty and asked that it be opened for signature as soon as possible.

#### Underground Nuclear Test Ban

A Canadian initiative calling on United Nations countries to supply information concerning the quantity and the quality of the seismic data they would be willing to make available in an international exchange relevant to the detection and identification of underground nuclear tests by seismological means was designed to seek a possible solution to the long-standing impasse between the United States and the Soviet

Union on the issue of on-site inspections to ensure compliance with a Comprehensive Test Ban (CTB). The request produced a very satisfactory response, in spite of a negative reaction by the Soviet Union and its allies. A scientific assessment by Canadian experts of the implications of the information submitted by member countries was discussed in the Geneva Committee and was circulated in final form at the United Nations General Assembly. This Canadian study of existing and potential capabilities for identifying underground nuclear tests by seismological means was well received and has provided a focus for greater attention to the study of the verification problems related to the achievement of a ban or limitations on underground nuclear-weapons testing to supplement the Partial Test Ban Treaty of 1963. In pursuit of these purposes, Canada introduced at the recent General Assembly a resolution that attracted 39 other co-sponsors and was adopted on December 7, 1970, by a vote of 102 (Canada) to none, with 13 abstentions. The Canadian resolution called on the Geneva Committee to focus attention on seismological verification capabilities and on member states to consider ways to effect improvements in them so as to facilitate a solution to the problem of verification and the achievement of an agreement on an underground nuclear test ban or limitations.

### Chemical and Biological Warfare (CBW)

During 1970 efforts by the Geneva Committee and the General Assembly to strengthen and supplement the Geneva Protocol of 1925, which prohibits chemical and biological warfare, continued through negotiations to achieve a prohibition of the development, production and stockpiling of chemical and biological weapons, components or ancillary equipment. The debate concentrated on two basic issues: (a) whether one comprehensive agreement for both chemical and biological agents of warfare should be negotiated or whether biological weapons should be banned separately pending progress in resolving the intractable problems of verifying a ban on chemical weapons; and (b) whether verification provisions could be devised, particularly in the case of chemical weapons, that would be technically feasible and politically acceptable.

In order to assist in the development of a consensus facilitating the negotiation of additional agreements, Canada made a formal statement of policy on these questions in the Committee on March 24, 1970. The statement, which was also tabled in the House of Commons, said:

"Canada never has had and does not now possess any biological weapons (or toxins) and does not intend to develop, produce, acquire, stockpile or use such weapons at any time in the future. Canada does not possess any chemical weapons and does not intend to develop, produce, acquire, stockpile or use such weapons at any time in the future unless these weapons should be used against the military forces or the civil population of Canada or its allies. The latter condition is in accordance with the reservations Canada entered at the time of our ratification of the Geneva Protocol of 1925. We would consider formally withdrawing our reservations if effective and verifiable agreements to destroy all stockpiles and prevent the development, production and acquisition of chemical weapons can be concluded. Tear gas and other crowd and riot

control agents are not included in this commitment because their use or the prohibition of their use in war presents practical problems in relation to the use of the same agents by police and armed forces for law enforcement purposes that require detailed study and resolution."

Although the dimensions of the problem of banning the development, production and stockpiling of chemical and biological weapons with adequate verification were more clearly defined during 1970, the Geneva Committee and the General Assembly were unable to achieve any agreement of substance. Consequently, the Assembly approved a resolution which requested the Committee to continue its consideration of the problem of chemical and biological agents of warfare. The vote on this resolution was 94 (Canada) to none, with three abstentions.

#### Mutual and Balanced Force Reductions (MBFR)

The interest of NATO countries in negotiating mutual and balanced reductions of armed forces as part of the progress toward European security and *détente* was indicated at the ministerial meeting of the North Atlantic Council in Reykjavik in 1968 and reconfirmed at similar meetings in 1969. During 1970, Canada continued to play an active role in the preparatory studies that the ministers had specified should envisage proposals or positions that would not affect adversely the vital security interests of the countries or alliances concerned but would involve verifiable reductions of significant size. Progress in these studies made it possible for the ministers meeting in Rome in May 1970 to issue a declaration inviting interested states to hold exploratory talks on force reductions in Central Europe. The Warsaw Pact communiqué of June 1970 made an ambiguous reference to the need to discuss a reduction of "foreign" forces in Europe, but subsequent efforts to clarify this question were not successful. Nevertheless, the NATO ministers meeting in December 1970 "renewed their invitation to interested states to hold exploratory talks on the basis of their Rome declaration, and also indicated their readiness within this framework to examine different possibilities in the field of force reductions in the central region of Europe, including the possible mutual and balanced reduction of stationed forces, as part of an integral program for the reduction of both stationed and indigenous forces".



## PUBLIC AFFAIRS

## The Press Office

The Press Office is responsible for relations between the Department and the press, radio and television. It assists the communications media in reporting on Canadian foreign policy and current developments in international affairs, and helps keep the Department informed of news stories and events that could affect its work. The Press Office gives regular briefings to the press and answers questions on important international developments. It facilitates the work of Canadian journalists travelling abroad, including those accompanying the Secretary of State for External Affairs or other representatives of the Government attending conferences. The Press Office arranges for the distribution of press releases, policy statements and speech texts on international affairs, and assists in the preparation of press conferences for the Secretary of State for External Affairs and for distinguished foreign visitors to Ottawa.

The Press Office keeps Canadian posts abroad informed on major news events in Canada and Government policy announcements. Policy statements are sent in English to 59 posts by wire and 16 by air mail, and in French to 22 posts by wire and six by air mail. A nightly bulletin of Canadian news, prepared in English by Canadian Press and in French by Radio Canada, also goes out to posts by wire and air mail. The Press Office provides assistance to posts abroad in dealing with the press in their areas, particularly to Washington, New York, London and Paris, which have press officers as members of the staff.

## Information Division

Operations Outside Canada

The main responsibility for the projection of Canada abroad rests with the Information Division, which assists posts through the provision of a wide range of information materials and works with them in disseminating information on Canada. The Division also co-operates with the information services of other government departments that carry out activities abroad. An outstanding example of interdepartmental activity co-ordinated by the Division and the Embassy in Washington was the Canadian origination of the National Broadcasting Company's "Today" show, which put Canada on three or four million United States television sets for a week.

Liaison with CBC-IS

The Information Division serves in a consultative capacity *vis-à-vis* the International Service of the Canadian Broadcasting Corporation on both technical and policy matters. The International Service broadcasts on shortwave in 11 languages to countries in Eastern and Western Europe,

Latin America, the Caribbean and the South Pacific, providing news about Canada in addition to entertainment features and programs of comment on international affairs. In countries where the CBC has no direct link with local networks or stations, Canadian missions are supplied with material for rebroadcast by local stations.

### Publications and Photographs

In addition to the periodical publications the *Canadian Weekly Bulletin* and the monthly bulletin *External Affairs*, and such non-periodical publications as treaties, state papers and diplomatic lists, the Department produces general information publications directed at the people of other countries. *Facts on Canada*, a booklet illustrated in colour, for school use, was available abroad in 1970 in English, French, Spanish, German, Italian, Dutch, Japanese, Portuguese, Serbo-Croatian, Czech, Russian, Danish and Polish. Reprints in French, German, Italian and Japanese were in hand, and reprints in other languages were at the planning stage. *Let's Look at Canada*, another booklet illustrated in colour, was available abroad in 1970 in English, French, Japanese, Czech and Finnish. New editions in Serbo-Croatian, German, Italian and Spanish were in hand, and reprints and other new editions were in the planning stage.

A bibliography of Canadian children's books entitled *Books About Canada* was produced by the Division and distributed by posts to schools in the United States. The booklet *Canada Past and Present*, produced by Clarke, Irwin Co. Ltd. in consultation with the Department, for secondary and university courses, received a wide distribution in the United States and was included in information and reference kits about Canada prepared for teachers.

Supplies of the handbook *Canada 1970*, the *Statements and Speeches* series, the *Reference Paper* series, maps, lapel pins, flags, flag-folders, provincial tourist publications, publications of other federal departments and similar promotional material of various kinds were despatched to all posts.

During the year, the Division produced and distributed widely in Canada and abroad *Foreign Policy for Canadians*, the Government's statement, consisting of six pamphlets, of Canada's foreign policy.

As in the past, the Division distributed throughout the year photographs, colour transparencies and photo-features to publishers abroad and provided photographic material for display purposes.

### Visits Program

As a means of stimulating interest in, and promoting understanding of, Canadian foreign policy and Canada's diverse interests abroad, a number of senior foreign journalists, radio and television directors and broadcasters and other persons considered capable of influencing public opinion were brought to Canada during 1970 as guests under the Visits Program of the Department, usually on the recommendation of Canadian diplomatic missions and in co-ordination with government departments represented abroad.

With the co-operation and assistance of officials of the federal and provincial governments, members of private corporations and the academic community, and Canadian editors and broadcasters, arrangements were made for the visitors to travel extensively in Canada and to discuss current developments in a wide range of Canadian activities. Guests came in 1970 from Africa and the Middle East, Britain and Europe, Latin America and the Caribbean, Southeast Asia, Oceania and the Far East, and the United States. In addition to individual visits, a number of group visits were arranged, including programs for "Pacific Rim" journalists covering the Prime Minister's tour, science writers and the Dag Hammarskjold Memorial Fellows from the United Nations. Assistance in planning programs and arranging appointments was also given to many individuals and groups, including journalists, broadcasters and producers, professors and students, with an interest in improving their knowledge of Canada, who were visiting the country at their own expense. A small but increasing number of universities and schools in the United States have Canadian study programs that include tours of Canada and attendance on Canadian campuses as part of their courses.

For budgetary reasons the usual program of "Across-Canada" familiarization tours for senior locally-engaged information assistants at Canadian posts was temporarily suspended during the fiscal year.

### Films

The Information Division provides assistance to posts in the organization, maintenance and promotion of their information programs through films. With the adoption of new budgeting procedures and the local control of funds, posts should be able to take more initiative in this area. As a result, however, of problems connected with the changeover to this new system, and because of the closing of eight film libraries and of some personnel reductions owing to the policy of financial austerity, the film activities of posts declined somewhat in 1969. Nevertheless, 185,068 screenings were held for audiences totalling 27,876,609 during the first six months of 1970. This activity is expected to expand again as posts become accustomed to the new procedures, and make use of other facilities, such as the new inventory system of cataloguing films.

The Division's role is also being modified through some elaboration of its supervisory and advisory function. It has been reappraising, in certain areas, the effectiveness and utility of film information programs with a view to improving, extending or modifying them. A survey to be used as the basis for a standing foreign-language version policy is being conducted in consultation with posts and the National Film Board, the results of which are designed to correlate the film distribution of the Division more directly with foreign-policy priorities and requirements.

International interest in Canadian films continues to grow, as witnessed at film festivals in many countries, notably in Western and Eastern Europe, South America and Africa. An illustration of this increasing interest took place in Washington, at the National Gallery of Art, where the Canadian Embassy, in co-operation with the American Film Institute and the National Film Board, organized a successful Canadian



Film Week featuring Canadian productions from both the NFB and private industry. The success of this all-Canadian festival has already inspired others to undertake similar ventures in the United States.

The Division assisted the NFB and CBC with their production and other activities abroad.

### Exhibits and Fairs

The exhibits program of the Department was confined in 1970 chiefly to the continued use of exhibits produced in previous years, as funds could not be allocated for the production of new exhibits.

*Visages du Canada*, a large four-trailer exhibit, toured the *francophone* countries of West Africa from December 1969 to mid-June 1970. It visited several centres in each of the following countries: Senegal, Mauritania, Mali, Upper Volta, Niger, Ivory Coast, Togo and Dahomey. In late October the exhibit resumed its tour, which includes the Democratic Republic of Congo, Gabon and Cameroun.

The three information-trade exhibits were shown at trade fairs in Ghent, Charleroi, Lyons, Lille, Caen, Saarbrücken, Padua, Bari, Belgrade, Skopje, Prague and Bratislava. The Department co-operated in the information aspects of exhibits sponsored by the Department of Industry, Trade and Commerce in Budapest and Zagreb.

A new information-cultural exhibit, *Rendez-vous Canada*, was completed in 1970, replacing *Réalités Canadiennes*. The new exhibit was given a solo showing in Paris and was used successfully at trade fairs in Bordeaux and Marseilles.

*Canadian Patterns* continued to be used in Australia, Germany, Malta, Brazil, Argentina and Chile. Copies of the exhibit in Australia and Japan were retired after extensive use.

*Canada Today*, the large exhibit designed for use in the United States, was shown very successfully at trade fairs in Syracuse, Springfield and Dallas. The portable exhibit *Canadian Contrasts* used by the Consulate-General in New York was circulated extensively during the year and subsequently dismantled.

During the first half of the year, the small "*Liberation*" exhibit, designed specially to commemorate the twenty-fifth anniversary of the liberation of Dutch towns by Canadian troops, was shown in a number of locations in the Netherlands.

Three copies of *Photography Canada*, an NFB collection originally called *Photography 69*, were distributed in mid-1970 for circulation in Europe, the United States and Latin America.

The Karsh exhibit *Portraits of Greatness* was circulated widely in Japan, after which it was presented to the National Museum of Modern Art in Tokyo to form part of its permanent exhibit.

The photographic exhibit *Canada: A Year of the Land* continued to be useful on an *ad hoc* basis and was shown with *Focus 16*, sometimes accompanied by handicraft collections, at fairs in Ypres, Virton, Jerez and Ghent. The portable filmstrip units and new panel displays are being used frequently, either alone or to augment other exhibits. Seven new filmstrips were produced on subjects such as recreation, industry and wildlife in Canada.

### Operations in Canada

The Information Division provides information on Canadian external policy and participation in world affairs in answer to a great number of requests received from enquirers both within and outside Canada. In addition, the Division frequently provides policy briefings to foreign student groups visiting Canada. Statements by ministers and reference papers are issued on varied aspects of Canada's external relations. The Division also selects and distributes departmental documents to ministers, to the National Defence College, to the posts abroad, the CBC International Service, and to other Government officials reporting international developments.

Information is also disseminated within Canada on international organizations and bodies of which Canada is a member, including the United Nations and the Specialized Agencies, the Commonwealth and the North Atlantic Treaty Organization. In addition, there is a NATO visits program, which, in recent years, has involved the participation of Parliamentarians, journalists, teachers and university newspaper editors. Financial assistance is given to the Atlantic Council of Canada, a voluntary organization of persons interested in making NATO better known in Canada.

### Co-operation with Parliamentary Organizations

Throughout the year the Division provided continuous liaison between the Interparliamentary Relations Branch of the Federal Government and Canadian diplomatic missions with respect to Canadian Parliamentary delegations going abroad. During 1970, these included: the Inter-Parliamentary Union, held in Morocco from March 30 to April 5; the fifty-eighth Inter-Parliamentary Conference, The Hague, October 1 to 9; the Canada-France Inter-Parliamentary Association, Paris, May 24 to 26; the sixteenth Commonwealth Parliamentary Conference, Canberra, September 20 to October 10; and the sixteenth Annual Conference of the NATO Parliamentary Association, The Hague, November 5 to 11. Members of the Canadian Branch of the Commonwealth Parliamentary Association visited Malawi from June 25 to July 7 and other Canadian Parliamentarians visited the NATO Information Service in Brussels on July 8 and 9. The Division also assisted in visits abroad by individual Members of the Senate and of the House of Commons attending other Parliamentary association meetings.

### Liaison with Sports Organizations

In 1970, the Information Division played a role as co-ordinator between the Fitness and Amateur Sport Directorate, Department of National Health

and Welfare, the domestic hockey associations, the various Canadian sports-governing bodies and associations and certain missions abroad in the promotion and organization of various sports exchanges. During 1970, Montreal and Vancouver made formal bids in Amsterdam to obtain the 1976 Summer Olympics and the 1976 Winter Olympics respectively. The Information Division assisted them, in liaison with the Canadian Embassy in The Hague and with the member countries of the International Olympic Association.

### Academic Relations

The Academic Relations Section was established in 1967 as part of the Information Division, with particular responsibility for promoting relations with Canadian universities and mutually-beneficial exchange in those fields of teaching, research and the formulation of policy-making directly relevant to international relations.

One of its activities is to arrange for senior Foreign Service Officers to spend a year as visitors to Canadian universities for participation in certain aspects of university life connected particularly with international relations and foreign policy. The first experience, carried out in the year 1969-70, proved rewarding for the Department, the universities and the two officers involved, and as a result two more senior officers were selected for the current academic year and joined university campuses to continue the implementation of this program. During their stay they will contribute to university teaching, take part in seminars, attend lectures and convey to faculty members and students some knowledge of the Department of External Affairs, its work, methods and structure, as well as of Canadian foreign-policy-making processes. They will aim generally at establishing a relation with the academic world around them that will help achieve the objectives for which the program was instituted.

During the year under review, some ten academics from Canadian universities accepted invitations to address groups of Foreign Service Officers in the Department on subjects closely related to major foreign-policy themes as well as to current trends of academic thinking in the field of international relations. With the help of the Department and some private institutions, seminars, which were attended by a number of academics and members of the Department, were held outside the capital.

In May a meeting to discuss academic relations took place in Ottawa under the chairmanship of the Under-Secretary of State for External Affairs at which some 17 academics or persons closely associated with the academic world and an equal number of representatives from the Department gathered for a general review of the subject and the examination of specific questions. The one-day meeting covered a fairly wide range of questions as to what academic relations should comprise and how they should be developed. A review of initiatives already taken for bringing the academic community and the Department closer together in the interest of Canada's foreign policy was conducted and proposals for devising new and better means of co-operation were advanced. The meeting also considered ways of providing academic specialists interested in international relations with sources of information about Canada's foreign policy and the methods of the Department of External Affairs in formulating policy.



During the academic year the Department tried to respond positively to invitations from universities for departmental speakers to address audiences on foreign affairs themes. Two tours and some visits to individual universities were arranged. In addition, the Academic Relations Section carried out liaison visits to a number of universities, both English-speaking and French-speaking, to establish or renew contacts with interested academics and discuss matters of mutual interest.

The Section co-operated with other divisions in the Department and some private institutions in the matter of contract research by academics on subjects linked to certain aspects of Canadian foreign policy. One of these research projects had to do with a supplement to a report already published under the title *Resources for the Study of International Relations at Canadian Universities* and another had to do with the compilation of an extensive bibliography of material on Canadian external relations from colonial times to the present.

Generally speaking, and in keeping with the statement of the former Secretary of State for External Affairs in his announcement of the establishment of an Academic Relations Section in 1967, the Section endeavoured to serve as a focus "to maintain and strengthen contacts between those of us responsible for the development and execution of foreign policy and those in the universities who have the opportunity and duty to reflect on the broad, long-term issues of international affairs".

### Cultural Affairs Division

The Cultural Affairs Division was created in 1966 to formulate and execute Canada's cultural policies for foreign countries in accordance with directives of the Government and in co-operation with Canadian cultural institutions and agencies. The Division is organized in three sections: Programs and Agreements; Arts and Letters; and UNESCO, Conferences and Liaison.

#### Programs and Agreements Section

This Section negotiates agreements with countries designated by the Government, plans exchange programs within the framework of these agreements, prepares the operating budget of the Division, and forecasts the Department's cultural activities in all parts of the world. In performing its functions, the Section maintains liaison with the Canada Council, the National Arts Centre, the National Film Board, the National Gallery and Museums, the Canadian Broadcasting Corporation, the National Research Council and other cultural agencies and bodies.

Since 1964 the Department of External Affairs has been implementing a program of cultural relations with countries partially and entirely French-speaking. The object of this program, pursuant to Government policy, is to stimulate bilingualism and biculturalism at the national level by promoting exchanges of all kinds with Belgium, France and Switzerland. In 1965 a cultural agreement was signed with France and in 1967 a similar agreement was signed with Belgium. In 1969 an agreement

on book exchanges was signed with Germany and an agreement on scientific exchanges with France. Cultural exchange programs have been instituted with Germany, Italy, the Netherlands and Switzerland, the lands of origin of many Canadians.

In 1970 an agreement on the co-production of films was signed with Italy.

The Canadian Cultural Centre in Paris, which was inaugurated on April 2, 1970, by the Honourable Mitchell Sharp, Secretary of State for External Affairs, has begun an extensive program of activities to make Canadian cultural developments more widely known and appreciated. It is hoped to establish, as an integral element of the Centre's activities, and as soon as specialized staff can be recruited, an advisory service for Canadian students studying or contemplating study in France.

In accordance with the France-Canada agreement of 1965, Canada participated in a meeting of the Franco-Canadian Joint Commission held in Ottawa in June on general questions of cultural exchanges. Mr. P.-André Bissonnette, Assistant Under-Secretary of State for External Affairs, led the Canadian delegation to this fourth session of the Commission. The Department of External Affairs also organized a study tour of Canada for six graduates of the National School of Administration of France dealing with the theory and practice of public administration throughout Canada.

#### Arts and Letters Section

This Section organizes Canadian artistic events abroad. It seeks to ensure Canadian representation in foreign libraries by presenting collections of books, by organizing book exhibitions and by supporting Canadian participation in book fairs. The Section also tries to keep the Canadian artistic community apprised of cultural developments abroad by providing interested artistic organizations and individuals with information received from Canadian high commissions and embassies.

With the administrative and financial assistance of the Department of External Affairs, the National Ballet of Canada and the Montreal Symphony Orchestra performed at Expo 70 in Osaka, Japan; the Royal Winnipeg Ballet toured France and Italy; the Orford Quartet of Toronto toured Austria, Belgium, Britain and France; the Purcell String Quartet of Vancouver performed in Britain; the Montreal organist André Méryneau toured France; the Studio Lab Children's Theatre of Toronto participated in the third International Exposition of Film and Theatre for Children and Youth in Venice; and the Underground Film Centre of Montreal presented a number of Canadian underground films in Europe.

Also with the administrative and financial support of the Department, a work by the artist Edmund Alleyn was exhibited at the Museum of Modern Art in Paris, arrangements were made for an exhibition of photographs by Roloff Beny to be held at the Palazzo Venezia in Rome, and the Carmen Lamanna Gallery, Toronto, participated in the third International Pioneer Galleries Exhibition in Lausanne, and subsequently in Paris.

A selection of 36 Eskimo prints was acquired for the Department's permanent collections of Canadian art, which consist of photographs by John Max and aboriginal and contemporary handicrafts, prints and sculpture and are intended for circulation by Canadian high commissions and embassies in their countries of accreditation. In 1970 the collections were exhibited in Belgium, Costa Rica, Finland, France, Peru and Turkey.

The Department awarded a grant to Les Jeunesses Musicales to assist that organization in the formation of an international youth orchestra composed of young musicians from Canada and many other countries; supported administratively and financially, in co-operation with the National Gallery of Canada, the holding of the 1970 Congress of the International Association of Art Critics in Ottawa and in other principal cities of Canada; and granted travel subsidies to some internationally-known experts on African affairs invited to participate in a conference sponsored by the Canadian Institute of International Affairs at Lac Beauport, Quebec, on the theme "Black Africa: New International Partner".

With the financial assistance of the Department of External Affairs, the Canadian Book Publishers' Council, of Toronto, and the Superior Book Council (Conseil supérieur du Livre) of Montreal, participated in the 1970 Brussels Book Fair; the Canadian Book Publishers' Council participated in the American Library Association Meeting in Detroit; and the Superior Book Council participated in the Nice Book Festival.

The Department continued its program of presenting books on Canada to foreign institutions of national significance, such as universities and national libraries, by making donations to 31 institutions in the following countries: Australia, Belgium, Brazil, Britain, Cameroun, Ceylon, Fiji, France, Germany, Italy, Ivory Coast, Jamaica, Japan, Malaysia, Malta, Mexico, the Netherlands, New Zealand, Nigeria, Switzerland, Tanzania and Tunisia.

Travel subsidies were granted to a number of cultural personalities from Belgium, Britain, France, and the Netherlands who had been invited to come to Canada to study Canadian cultural developments.

#### UNESCO, Conferences and Liaison Section

This Section ensures Canada's participation in the activities of the United Nations Educational, Scientific and Cultural Organization and in general conferences on education. On occasion, it also organizes Canadian delegations, in liaison with the Science Secretariat of the Privy Council, the National Research Council and other scientific bodies, within the framework of scientific exchange programs. The Section provides liaison between national and provincial organizations in educational matters arising from Canada's relations with other countries and its membership in international organizations, such as the Commonwealth Foundation in London, the Commonwealth Education Liaison Committee (CELC), London, the NATO Cultural Program, and the ICETEX (Instituto Colombiano de Especializacion Tecnica en el Exterior) Scholarship Program with Colombia. It also takes part in negotiations on educational exchanges and, since there is no federal department of education, directs to the



proper authorities the frequent inquiries received at Canadian missions about education in Canada. In carrying out these functions, the Section maintains the requisite liaison with the Council of Ministers of Education, Canada, the Canadian Education Association, and the Association of Universities and Colleges of Canada.

In 1970 Canada's contribution to the UNESCO budget was \$1,016,010.

At the sixteenth General Conference of UNESCO, which took place in Paris in October and November, it was decided that, during the next two years and over the new six-year planning period adopted at the fifteenth General Conference, special emphasis should be placed on such new activities as those concerned with "Man and the Biosphere", the international co-operative program on the cross-cultural effects of contemporary mass media, and the International Commission on the Development of Education. It was further decided to continue the existing programs for the application of science and technology to development, the access of girls and women to education, and functional literacy, and to increase UNESCO involvement in cultural policy and the social sciences. One of the main preoccupations of the sixteenth General Conference was to ensure that UNESCO was prepared to play its part effectively in the Second Development Decade, which begins in 1971.

The Government of Canada continued its participation in the work of the International Oceanographic Commission.

Canada took part in the eighty-fourth, eighty-fifth and eighty-sixth sessions of the UNESCO Executive Board in Paris from April to June, in September and October and in November. The Canadian member of the Executive Board, Mr. Napoléon LeBlanc, Vice-Rector of Laval University, represented Canada at these sessions.

Canada participated in the Intergovernmental Conference on the Institutional, Administrative and Financial Aspects of Cultural Policies in Venice in August and September. The Canadian delegation was led by the Honourable Gérard Pelletier, Secretary of State, and included ministers and officials from Alberta, Nova Scotia, Ontario and Quebec. Canada also took part in the thirty-second session of the International Conference on Public Education in Geneva in July; the Canadian delegation was led by the Honourable J.C. McIsaac, Minister of Education of Saskatchewan, and included ministers and officials from British Columbia, New Brunswick, Ontario and Quebec, as well as representatives of non-governmental educational organizations.

The Government of Canada continued its work in the Canadian Commonwealth Scholarship and Fellowship Committee and its close co-operation with the Canadian Commission for UNESCO, on whose executive the Department is represented *ex officio*.

On behalf of the Government, the Department awarded grants to the Commonwealth Foundation in London, the Canadian House in Paris, and the Association of Partially or Entirely French-Language Universities in Montreal. The Department also awarded a grant, for the sixth consecutive year, to the Germano-Canadian Society of Hanover-Cologne, which in 1970

facilitated the visit of 51 German students to Canada during the summer; this program was developed in co-operation with the Department of Manpower and Immigration as a reciprocal gesture for the yearly visit to Germany of approximately 400 Canadian students at the invitation of the German Government.

Within the framework of bilateral exchange programs, Canada makes available each year to certain European countries a number of scholarships administered by the Canada Council. In 1970, 155 students came to study in Canada from France, 16 from Germany, 13 from Belgium, 12 from Italy, 12 from the Netherlands and 12 from Switzerland.

The Department granted travel subsidies to a number of Canadians invited to visit Belgium, Brazil, Britain, France and Germany to participate in meetings of international cultural interest.

In the sphere of academic exchanges with France, the Cultural Affairs Division, in co-operation with the Association of Universities and Colleges of Canada, introduced in 1968 a teaching-assistant program under which young Canadians studying French and young Frenchmen studying English may visit France and Canada respectively to assist English teachers in France and French teachers in Canada, at the same time improving their own knowledge of the other language. In 1970 the Department awarded travel subsidies to two teaching assistants from Manitoba and two from Ontario to go to France for one year. The Department also provided informational assistance to three teaching assistants from Alberta, two from British Columbia, three from Manitoba, three from Newfoundland, two from Nova Scotia, 17 from Ontario, and three from Quebec, who went to France for one year.

Pursuant to the Canada-France Agreement of 1956 on the admission of trainees, four vocational trainees came from France to apprentice in Canada.

The Department of External Affairs, in co-operation with the Department of the Secretary of State and the Department of Manpower and Immigration, provided informational assistance to young Canadians going abroad and to young foreigners coming to Canada under the International Student Summer Employment Exchange Program. Besides Canada, the other countries participating are Austria, Belgium, Britain, Denmark, Finland, France, Germany, Japan, the Netherlands, Norway and Sweden.

### Historical Division

The normal tasks of the Division are historical research, compilation and selection of material for research and publication, the solving of problems of access by researchers to departmental files and the evaluation of historical manuscripts. The Division is planning to initiate a modest program of oral history and is active in developing academic relations.

The Division publishes a series entitled *Documents on Canadian External Relations*. The first volume, covering the period from the establishment of the Department in 1909 to the end of the First World

War, appeared early in 1968. The second volume, dealing with the Paris Peace Conference of 1919, was published in the autumn of 1969. The third volume, covering the period 1919-1925, was completed in 1970, and work is well advanced on the next three volumes in the series. The Division now employs two resident professional historians to work full-time as editors of this series.

The Division undertakes historical research as required in support of the activities of the Department and gives assistance to scholars working on official research projects for other government departments, and to private scholars whenever possible.



## PROTOCOL

Through its liaison with foreign representatives in Canada and through the services it provides for them, the Protocol Division plays a significant role in facilitating the development of relations between Canada and foreign countries. In this connection, it should be noted that the Protocol Division is the first point of contact for foreign diplomats in Canada.

The Accreditations Section of this Division arranges for the accreditation of all foreign heads of mission coming to Canada and for the appointment of all the diplomatic members of embassy and high commission staffs. In addition, it completes the accreditation or appointment of the personnel of the many consular and trade offices established across Canada. This Section also has responsibility for all formalities relating to the appointments of Canadian heads of mission and Canadian consular officers abroad.

An indication of the activity of the Accreditations Section may be taken from the records of the arrivals and departures of ambassadors and high commissioners during the first ten months of the year. Twenty-three heads of mission departed, while 33 arrived. Two countries with representatives already accredited to Canada opened resident embassies in Ottawa, while two more doubly accredited to Canada their new ambassadors in Washington.

The Privileges and Immunities and Documentation Section of the Division facilitates the work of foreign representatives by providing them with identity and other documents related to their entitlement to the privileges and immunities under international law that they require to carry out their functions. The Section provides advice and occasionally exercises its good offices toward seeking a solution to certain kinds of problem that might impede the work of foreign representatives in Canada.

It is worth noting that foreign representatives in Canada now number several thousand, each of whom requires documentation and is entitled to some degree of privilege and immunity.

Among the varied miscellaneous duties that required the attention of the Division were the marshalling of the diplomatic corps for the traditional Governor General's levee on January 1, for the twenty-fifth anniversary celebration of "VE" Day on Parliament Hill, and for the commemorative program at the National Arts Centre which marked the 103rd anniversary of Confederation.

The Visits and Hospitality Section of the Division serves both the Government Hospitality Committee and the Department. It is concerned with all arrangements for visits to Canada by foreign government dignitaries and heads of international organizations who are official guests of the Government of Canada. This includes the hospitality extended to them, their comfort and their safety while in Canada.

The Section is also responsible for hospitality offered by the Minister to foreign ambassadors, the operation of the Government Guest House, the procurement of suitable gifts for presentation to foreign dignitaries at home and abroad and the channelling to the Decorations Committee of proposals by foreign governments for the granting of awards to Canadians.

During 1970, the Government Hospitality Committee and the Visits and Hospitality Section, in co-operation with other government departments and agencies and with appropriate divisions of the Department, made or assisted with arrangements for 62 visits to Canada by heads of state, heads of government, members of royal houses, senior officials of foreign governments, and leaders of international organizations, delegations and other official visitors.

His Excellency El Hadj Ahmadou Ahidjo, President of the Federal Republic of Cameroun, accompanied by Madame Ahidjo, made a state visit to Canada in September. The President's itinerary included visits to Ottawa, Montreal, Quebec City, Niagara Falls and Toronto.

Four prime ministers made official visits to Canada during the year. The Right Honourable Harold Wilson, Prime Minister of Britain, in January, and his successor, the Right Honourable Edward Heath, in December; Mrs. Golda Meir, Prime Minister of Israel, and Dr. K.A. Busia, Prime Minister of Ghana, accompanied by Mrs. Busia, in November. Dr. Busia visited Ottawa and Toronto.

Official visits to Canada were also made by the Foreign Minister of Israel, Mr. Abba Eban, in May, the Foreign Minister of Turkey, Mr. Ihsa Sabri Caglayangil, in September, and the Foreign Minister of Poland, Mr. Stefan Jedrychowski, accompanied by Mrs. Jedrychowski.

President Ceausescu of Romania and Mrs. Ceausescu made an overnight stop at Montreal *en route* to New York in October.

The Government Hospitality Committee was in charge of the arrangements for the visit to Ottawa of His Royal Highness the Prince of Wales from July 2 to 4.

Executive and administrative assistance was also given to the special committee responsible for the program for the visit of Her Majesty the Queen, His Royal Highness the Duke of Edinburgh, the Prince of Wales and Princess Anne to the Northwest Territories and Manitoba from July 4 to 15, on the occasion of the centennial celebrations.

In addition to the hospitality extended to official foreign guests staying at the Official Guest House, 7 Rideau Gate, the Visits and Hospitality Section arranged 128 hospitality functions during the period under review.

The Visits Section also assisted the Department of Indian Affairs and Northern Development in arranging two one-week tours to the Canadian Arctic in October and November for heads of mission accredited to Canada.

## INSPECTION AND AUDIT

The Inspection Service, first established in 1956, performs a continuous independent review and appraisal for the Under-Secretary of State for External Affairs, to whom the Service reports directly, of all operations at headquarters and at posts abroad, as a means of assessing activities against aims and objectives and of assisting the senior management of the Department in the achievement of efficiency and effectiveness in departmental operations. The knowledge gained by the Inspection Service is augmented by fact-finding and liaison visits to posts undertaken by members of operating or administrative divisions as part of their regular duties.

In addition, the Inspection Service is required to co-ordinate departmental plans for duty travel abroad, to the end that post operations are not unduly disrupted by a sudden excess of visitations. The Service is developing an active "bank" of information on travel abroad undertaken by various members of the Department and is now able to provide intending travellers with probable sources of current information arising from previous visits for possible follow-up action. The Service also maintains a repository of material (findings, recommendations and indications of follow-up action) gathered and available as a result of its own inspections abroad.

In the performance of its duties during 1970, the Inspection Service, although restricted by staff resource limitations, undertook inspection visits to six consulates general and consulates in the United States; five diplomatic posts in South America and the Caribbean; six in Africa; three in the Middle East and one in Eastern Europe. Inspections were also performed at the three regional passport offices in Canada. In addition to the above, the Service undertook certain special studies of procedures and controls at headquarters. Follow-up action was taken on all the recommendations arising from the inspections and special studies.



## CONSULAR AFFAIRS

## Consular Division

All consular matters other than travel documentation are dealt with in Ottawa by the Consular Division; the issuance of passports and other travel documents is the concern of the Passport Division.

Approximately one million Canadians travelled abroad as tourists during the year to countries other than the United States. This represented an increase of nearly 20 per cent over the previous year and has resulted in a sizeable growth in the volume of requests for consular advice and assistance; the holding of Expo 70 in Osaka, Japan, in which Canada was a major participant, led to increased travel by Canadians in the Pacific area.

The past year has been one of adjustment and redeployment requiring the reallocation of departmental resources in order to remain within the budgetary ceiling established.

Consular services performed abroad included the following:

Passports and Visas

- issuing diplomatic, special, ordinary and emergency passports
- issuing diplomatic and courtesy visas to foreign officials
- issuing immigrant and non-immigrant visas and letters of introduction in countries where these services are not available from resident Canadian immigration officers

Citizenship

- providing advice and assistance on matters of citizenship
- maintaining an official register of births

Assistance

- providing relief and repatriation for Canadians temporarily distressed or disabled
- assisting Canadians under arrest or detention
- assisting next-of-kin in case of death abroad
- assisting and advising Canadians ill or hospitalized abroad
- assisting Canadian veterans receiving pensions abroad
- advising and affording consular facilities to persons proceeding to and from Canada under Canadian aid and technical-assistance programs
- assisting Canadian ships and aircraft and their crews

Legal

- performing notarial acts
- authenticating documents

- safeguarding the interests of Canadian citizens in estate matters
- providing advice and information on marriage procedures abroad, adoption procedures abroad, liability to military service, etc.

### Miscellaneous

- providing information on:  
education, tourism, Canadian customs regulations, taxation, children's allowances, workmen's compensation, vital statistics, the Old Age Security Pension and Canada and Quebec pension plans and Medicare and, in conditions of emergency, securing the welfare and safety of Canadians abroad.

Agreements providing for the waiver of visa requirements and unilateral waivers for visits of short duration enabled Canadian citizens holding valid Canadian passports to enter the following countries as tourists without visas for periods of up to three months except where otherwise indicated: Argentina, Austria, Belgium, Brazil, Chile, Denmark, Ecuador, Finland, France, the Federal Republic of Germany, Greece, Iceland, Ireland, Israel, Italy, Japan, Liechtenstein, Luxembourg, Monaco, Morocco, the Netherlands, Norway, San Marino, Spain (including the Balearic and Canary Islands, Ceuta and Melilla), Sweden, Switzerland, Tunisia, Turkey, Uruguay; Haiti (one month only) and Portugal (two months only).

Canadian citizens or British subjects who are permanent residents of Canada do not require passports or visas for visits to the United States. Canadians do not usually require visas for visits to Commonwealth countries and Ireland, but visitors to Ghana and Nigeria must obtain entry permits. Visas are not required by Canadians visiting French overseas departments and St. Pierre and Miquelon.

The Consular Division continued to maintain liaison with the Canadian Red Cross Society, the International Committee of the Red Cross and the Commonwealth War Graves Commission.

### Passport Division

Passport services for Canadian citizens living in Canada and in countries abroad are co-ordinated by the Passport Office. In addition to ordinary passports, the Passport Office issues special and diplomatic passports to members of Government departments and agencies travelling on official business. The Office also issues certificates of identity to stateless persons who for valid reasons are unable to obtain travel documents from their country of origin. On June 4, 1969, Canada acceded to the 1951 Convention Relating to the Status of Refugees, to the 1965 Protocol to that Convention, and to the 1957 Hague Agreement on Refugee Seamen. These instruments impose an obligation on Canada to issue distinctive travel documents to "Convention refugees", and the Passport Office began issuing these documents in 1970. The Passport Office also issues passports on behalf of certain Commonwealth countries that have not as yet established resident missions in Ottawa.

## Policy

There were no major changes in policy in 1970 governing passport requirements. It will be recalled that the last major changes were introduced early in 1969 with the objective of strengthening the security of the Canadian passport. These included the requirement for documentary proof of Canadian citizenship, a five-year term of passport validity and abolition of renewals.

## Organization

Following a thorough review of the operations of the Passport Office, a new organizational structure has been introduced more in harmony with the requirements of the Passport Division to meet its objectives and the forecast volume of work. Essentially it provides for a permanent, non-rotational staff, larger than heretofore. In addition, the new organization allows for a number of seasonal positions to accommodate increases in work-load during peak periods. The Office now enjoys the two important qualities of stability and flexibility.

## Operations

The volume of passports issued during 1970 increased by approximately 6.8 per cent over last year. Notwithstanding the increase in activity, the operations of the Office returned to normal following the difficulties experienced in the first half of 1969. This restoration of normal passport service can be attributed largely to three factors: the increasing familiarity of applicants with the new passport requirements, the opening of regional passport offices, and an advertising campaign.

The rotating mail strike between May and September 1970 did not affect significantly the Passport Office operations, production or response to public demand. This can be attributed largely to the availability of the branch offices and the co-operation of the major Canadian airlines in assisting in the forwarding of applications and the despatch of passports.

## Regional Offices

Regional passport offices were opened in Montreal, Toronto and Vancouver in early 1970. These offices were designed to provide information and general assistance to applicants in completing passport applications, as well as to aid those with special passport problems. While it was thought initially that the regional offices would issue passports only in urgent or emergency cases, experience proved that the offices were able to provide regular service to most applicants who applied in person. The regional offices were of particular value during the period May to September, when normal mail service was disrupted. While it is difficult to estimate how much regional office activity was generated by the unstable mail situation, it would appear that the public in general used the regional facilities to a greater extent than they would otherwise have done had the mail service been dependable. During the time that the three regional offices have been in full operation they have issued 102,654 passports, representing 26 per cent of the total volume issued during the year. The actual number of passports issued by each office is as follows:



<u>Office</u>	<u>Passports Issued</u>
Montreal	39,475
Toronto	44,985
Vancouver	18,194
	<hr/>
	102,654 *

The regional offices are modern and attractively appointed, having been furnished with up-to-date equipment, and they are staffed by efficient and well-trained personnel. Public response to the service, as indicated in the above statistics, suggests that the opening of the offices has been very well received.

The three regional offices are now a permanent part of the Passport Office organization. Studies are continuing on the feasibility and economics of opening additional regional offices in other parts of Canada.

### Advertising

The seasonal pattern of passport activity did not change significantly in comparison to the experience of previous years. The first six months of the year are historically the peak season and again this year the volume during this period represented more than 67 per cent of the total annual volume. A modest advertising campaign was begun in 1969 with the aim of levelling out this peak by encouraging applications during the off-season, when public competition for passport services is at a relatively low level. A second objective of the campaign was to encourage the public to apply for passports early and to complete applications correctly. Modest success was achieved and the campaign will be continued this year.

### Production

The following table provides details of annual Passport Office activity in the last ten years:

<u>Year</u>	<u>Passports</u>		<u>Certificates of Identity</u>	<u>Refugees Travel Documents</u>	<u>Fees Received</u>
	<u>Issued</u>	<u>Renewed</u>	<u>Issued &amp; Extended</u>	<u>Issued</u>	<u>Total Revenue</u>
1961	139,218	19,988	8,596		\$ 746,796
1962	155,363	23,636	5,535		826,940
1963	164,445	26,964	3,881		879,930

\* Preliminary figures

<u>Year</u>	<u>Passports</u>		<u>Certificates of Identity</u>	<u>Refugees Travel Documents</u>	<u>Fees Received</u>
	<u>Issued</u>	<u>Renewed</u>	<u>Issued &amp; Extended</u>	<u>Issued</u>	<u>Total Revenue</u>
1964	184,569	32,784	3,167		\$ 989,606
1965	203,571	38,456	1,193		1,087,191
1966	208,804	42,749	2,681		1,129,718
1967	218,064	46,842	2,628		1,185,780
1968	284,442	57,761	2,246		1,500,829
1969*	368,175	8,061	1,553		3,613,255
1970**	393,143		1,636	655	3,902,456

\* Adjusted final figures

\*\* Preliminary figures subject to final adjustment

## LEGAL AFFAIRS

The Legal Division provides a legal advisory service to other divisions of the Department on matters of international law relating to Canadian foreign policy, and also serves as the operational arm of the Department for a number of international legal activities. In the former capacity, it provides the Department with advice on public and private international law and maintains liaison on various matters with the Department of Justice, the office of the Judge Advocate General and the legal offices of other government departments. In the latter capacity, it participates in United Nations activities on legal questions, as well as other topics having legal aspects, and has particular responsibility for Canada's position on subjects being discussed by the Sixth (Legal) Committee of the United Nations General Assembly. It also concerns itself in a variety of ways with Canada's role with respect to the development of international law, on traditional legal matters such as diplomatic relations and the law of treaties, as well as newer questions, including outer space, the seabed, etc.

The Division is organized into: the Claims Section, concerned with the protection of property and interests abroad of Canadian citizens; the Environmental Law Section, which deals with the international legal aspects of pollution; the Law of the Sea Section, responsible for territorial waters, fishing-zones and the continental shelf, and peaceful uses of the seabed; the United Nations and Legal Planning Section, dealing with United Nations legal and human rights items, questions related to recognition of states and governments, diplomatic and consular privileges and immunities, and the planning of Canadian policy on legal and quasi-legal questions; and the Treaty and Economic Section, which advises on treaty interpretation questions, assists in the preparation and interpretation of international agreements, assures that treaties entered into by Canada are concluded in accordance with Canada's constitutional procedures, maintains treaty records, registers treaties with the United Nations and is concerned with the legal aspects of Canada's international economic relations.

#### Development of International Law

On October 14, 1970, the Secretary of State for External Affairs deposited with the Secretary-General of the United Nations an instrument of accession to the Vienna Convention on the Law of Treaties and an instrument of ratification of the International Convention on the Elimination of all Forms of Racial Discrimination.<sup>(1)</sup>

The Convention on the Law of Treaties had been adopted at the second session of the United Nations Conference on the Law of Treaties, which

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(1) Dealt with in Chapter II, "Representation in International Organizations", United Nations section, Page 3.



took place in Vienna from April 9 to May 23, 1969. It codifies a broad area of international law on this subject, including some concepts that have only recently been generally accepted in customary international law, such as the prohibition on the use of force to procure the completion of a treaty and the concept of peremptory norms of customary international law that states are not free to infringe, even by agreement between themselves. Prohibitions on slavery and genocide are examples of such peremptory norms, or rules of "public policy", in international law.

The Vienna Convention marks a major step by the international community in the codification and progressive development of international law in an area, the matter of agreements between states, that is fundamental to the orderly conduct of international relations.

During the twenty-fourth session of the United Nations General Assembly, in 1969, the Sixth Committee had completed its work on the International Law Commission draft articles governing the sending and receiving of special missions. Special missions, also referred to as "*ad hoc* diplomacy", concern government ministers or other representatives sent by the government of one state to conduct official business in another state.

The Convention on Special Missions was adopted by the United Nations General Assembly in December 1969 and opened for signature and ratification until December 31, 1970. A study of the Convention by the Department of External Affairs with a view to signature and ratification by Canada has now been completed and interdepartmental consultations to that end are being carried out.

In 1970, Canada maintained its active participation in the study of principles of international law concerning friendly relations and co-operation among states. The United Nations Special Committee dealing with this subject held its fifth session in Geneva from March 31 to May 1, 1970, and, having arrived at a consensus on the form of other principles at earlier meetings, reached agreement on the formulation of the following three principles: (1) the non-use of force; (2) equal rights and self-determination of peoples; and (3) non-intervention. With these three remaining principles agreed upon, the Special Committee was able to draft a "Declaration on Principles of International Law Concerning Friendly Relations and Co-operation among States in Accordance with the Charter of the United Nations", which was adopted on October 24 by the General Assembly at its commemorative session on the occasion of the twenty-fifth anniversary of the United Nations.

The 35-member United Nations Special Committee on the Question of Defining Aggression, of which Canada is a member, met in Geneva for its third session from July 13 to August 14, 1970. As in the past, the Canadian delegation played an active role in Committee deliberations in endeavouring to promote agreement or an adequate generally acceptable definition. Three draft definitions had been submitted to the Special Committee, one by Canada and five other states (Australia, Britain, Italy, Japan and the United States); one by the U.S.S.R.; and another by a group of 13 "non-aligned" states, largely Afro-Asian and Latin American. Canada also participated actively in the subsequent consideration of this item at the twenty-fifth session of the United Nations General Assembly. The Assembly accepted the Special Committee's recommendation that it convene again in 1971 to resume its work.

## Law of the Sea

In June 1970, Parliament passed legislation asserting Canadian jurisdiction for the prevention of pollution in a zone up to 100 miles off the Arctic coasts. This legislation empowers the Governor in Council to enact regulations to achieve the purpose of this act. Various government departments are at present involved in drafting detailed regulations, and it is expected that these will be in force before next year's shipping season.

In June, the Government also passed legislation extending Canada's territorial sea from three miles to 12 nautical miles. This legislation also empowers the Governor in Council to draw fisheries closing-lines in certain areas of Canada's coast that have not yet been enclosed within straight baselines, namely the Gulf of St. Lawrence, Bay of Fundy, Dixon Entrance-Hecate Strait and Queen Charlotte Sound. To date these lines have not been drawn.

It is also proposed to extend Canadian pollution-control jurisdiction over the areas to be enclosed within the fisheries closing-lines; pursuant to the amendments to the Fisheries Act, the anti-pollution provisions of that statute will also apply to the new fishing-zones to be created in the special bodies of water.

Canada has been a member of the United Nations Standing Committee on the Peaceful Uses of the Seabed and Ocean-Floor Beyond the Limits of National Jurisdiction since its establishment in 1968. During 1970, Canada continued its active participation in the work of this Committee and also continued to urge consideration by the Disarmament Committee in Geneva of the most urgent problems relating to the use of the seabed for peaceful purposes.

In April 1970, Canada concluded an agreement with the United States concerning reciprocal fishing privileges between fishermen of each country. In October discussions were held in Ottawa with representatives of the U.S.S.R. and a tentative agreement was reached; this will probably be completed in January 1971.

Canada continued an exchange of views with other countries on questions of the law of the sea and the desirability of holding another United Nations conference to deal with unsettled questions in this field.

## Environmental Law Section

The Environmental Law Section was established only recently and is still in the formative stage of its development so far as its eventual scope and responsibilities are concerned. Its addition to the Legal Division of External Affairs reflects the rapid growth of public interest in environmental quality and concern about the ever-increasing rate of pollution. Environmental problems cross not only local, provincial and regional boundaries, but international boundaries as well. Control of pollution thus requires new forms of international co-operation -- for monitoring, research and regulation. Environmental law is in a highly evolutionary state. In the field of international or regional prevention of pollution, where the existing international legal framework is



inadequate, new means both technical and regulatory must be sought to control human activities that give rise to a degradation of the environment.

In pursuing its role, the Environmental Law Section will co-operate closely with, and advise as required, the Scientific Relations Division of the Department of External Affairs, which has the general responsibility in the Department for environmental matters. There are also numerous international and intergovernmental bodies involved in the environmental field, including, for example: the Inter-governmental Maritime Consultative Organization (IMCO), which is concerned with marine pollution, in particular oil spills; the United Nations Educational, Scientific and Cultural Organization (UNESCO), which has sponsored studies of atmospheric pollution and is developing a long-term, comprehensive program of research and action on environmental problems; the World Meteorological Organization (WMO), which has studied coastal pollution; the Food and Agriculture Organization (FAO), which is concerned with effects of pollution on ocean fisheries; the Organization for Economic Co-operation and Development (OECD), which is examining questions such as the payment of pollution-control costs and liability for pollution damage; the North Atlantic Treaty Organization (NATO), through its Committee on Challenges of Modern Society (CCMS), which has eight pilot studies of specific pollution problems under way; and, finally, the UN Conference on the Human Environment, which will convene in Stockholm in June 1972, where the international community will exchange views, identify environmental problems and consider methods of approaching these problems globally, regionally, and nationally. Inevitably, in all of these deliberations, legal considerations arise which will place demands upon the resources of the Environmental Law Section.

This Section is also responsible for advising in related fields, in particular conservation and protection of Canada's important fisheries resource.

### Peaceful Uses of Outer Space

The Legal Sub-Committee of the United Nations Committee on the Peaceful Uses of Outer Space held its ninth session in Geneva from June 8 to July 3, 1970. Once again, the Sub-Committee was unable to complete the drafting of a Convention on Liability for Damage Caused by Objects Launched in Outer Space.

The parent Outer Space Committee, meeting in New York in September 1970, made further efforts to reach agreement on the main questions still unresolved and preventing completion of the draft Liability Convention. Differences remain on several issues, in particular those related to the question of which law should be applicable in the event of a claim for damages and to the establishment of machinery for the settlement of disputes. In general, the Canadian approach is that the two space powers should take into account as fully as possible the strong desire of the other members of the international community that the Convention provide for relief on an effective and equitable basis when damage has been caused by space objects. For this reason, Canadian delegations, both in the Legal Sub-Committee and the parent Outer Space Committee, as well as the General Assembly, have strongly supported the view that the principles of international law and the law of the place where the damage occurred, or, possibly, the law of the claimant state, should apply in the event



of a claim, and that the Convention should contain provisions for the compulsory, binding arbitration of disputes. However, the states sharing this approach and those that favour other applicable law formulations and merely recommendatory conciliation have not yet been able to reconcile their differences. Accordingly, Canada and the other members of the Outer Space Committee will have to continue their efforts to promote an agreement that will prove generally acceptable but maintain an essentially victim-oriented bias.

It is expected that the Legal Sub-Committee will meet again in Geneva during the summer of 1971 and attempt to agree on the key remaining differences concerning applicable law and the machinery for the settlement of disputes.

### Unlawful Interference with International Civil Aviation

The seventeenth session of the Legal Committee of the International Civil Aviation Organization met in Montreal in February and March to approve a revised draft Convention on Unlawful Seizure of Aircraft. This draft treaty was the subject of a diplomatic conference at The Hague, sponsored by ICAO, with the Government of the Netherlands acting as host, from December 1 to 16.

Following two serious incidents causing loss of lives and the destruction of aircraft in February, 11 European states, members of the European Civil Aviation Conference (ECAC), requested the ICAO Secretary-General to convene a special meeting of the Organization's Assembly to take up the question of international air safety. The seventeenth (extraordinary) Assembly took place in Montreal from June 16 to 30. During the course of the meeting, a number of important resolutions were adopted relating to prevention and deterrence of acts of unlawful interference with international civil aviation, specific safety measures for airports and other aviation installations, and legal steps to prosecute and punish authors of unlawful acts. The Assembly also directed the eighteenth session of the Legal Committee to meet before the end of November to draft an international Convention on unlawful interference with civil aviation, other than unlawful seizure.

On October 1, the ICAO Council, the Organization's permanent body located in Montreal, adopted two significant resolutions dealing with sanctions and enforcement of international legal obligations relating to unlawful interference.

The first proposal, initiated by the United States, called for international co-operation to take action against states that detain passengers, crew or aircraft for international blackmail purposes or fail to extradite or prosecute persons responsible for such actions, and requested the eighteenth session of the Legal Committee to consider a new international convention on sanctions. The second resolution, proposed by Canada, asked the Legal Committee to study the elaboration of a special clause to be incorporated in bilateral air agreements to provide for the enforcement of certain legal obligations relating to unlawful interference.

The Legal Committee met in London, September 29 to October 22, to draft an International Convention on Unlawful Interference and to take up the resolutions referred to it by the ICAO Council on October 1. Before concluding its session, the Committee approved the draft Unlawful Interference Convention and recommended that the Council convene a Diplomatic Conference to adopt it and open it for signature and ratification. The Conference is scheduled to be held at ICAO headquarters in Montreal September 8 to 23, 1971. It also referred the U.S.A. and Canadian proposals to a Special Legal Sub-committee to meet in Montreal April 14 to 27, 1971, for thorough consideration.

The Hague Diplomatic Conference adopted a Convention for the Suppression of Unlawful Seizure of Aircraft (Convention pour la répression de la capture illicite d'aéronefs) on December 16. The new treaty lays down a number of principles concerning the offence of unlawful seizure, jurisdiction over a hijacker and the prosecution, extradition and punishment of offenders. Canada and 49 other states signed the Convention subject to ratification, at the conclusion of the Conference.

### Claims

In 1964, the Department began fresh efforts to obtain claims agreements for lump-sum settlements of the outstanding claims of Canadian citizens against Eastern European countries arising from the nationalization or confiscation of the property of Canadian citizens after the Second World War. The first such agreement was signed in June 1966 with Bulgaria.

The second agreement was signed with Hungary in June 1970, following negotiations that had commenced in January 1966. The amount of the settlement was \$1.1 million payable in five equal annual instalments. A Foreign Claims Commission has been established to adjudicate the claims and to recommend to the appropriate ministers the distribution of the proceeds. It is expected that the adjudication will take about one year.

In 1965, an agreement was reached with Poland to negotiate a settlement of Canadian claims against that country. Four rounds of negotiations have taken place and, while there has been substantial progress, a settlement is still eluding the parties. Canadian concern about the fact that those negotiations have not been concluded was expressed by the Secretary of State for External Affairs to the Polish Foreign Minister during the latter's visit to Ottawa in October 1970, and Mr. Jedrychowski affirmed that it was his Government's intention to reach a settlement in the near future.

In 1967, an agreement was reached with Romania to negotiate a settlement of Canadian claims against that country. The first round of negotiations was held in Bucharest in May 1969. The resumption of negotiations was discussed by the Secretary of State for External Affairs during his visit to Bucharest in June 1970.

In 1967, agreement was reached with Czechoslovakia to negotiate a settlement of Canadian claims against that country. The claims were transmitted to the Czechoslovak authorities in March 1970 and negotiations are expected to open in March 1971.

In addition, the Department has raised with the authorities of a number of other countries the claims of Canadian citizens arising out of the taking of property without compensation. It has also extended informal assistance to Canadian citizens who have submitted claims to the Federal German Republic arising out of their mistreatment and persecution during the war.



## ADMINISTRATION

## Personnel Branch

The Personnel Branch consists of three divisions -- Personnel Operations, Personnel Planning and Development, and Staff Relations and Compensation.

Personnel Operations Division

The Personnel Operations Division deals with recruitment, promotions, postings, assignments, transfers, separations and career planning of Canada-based personnel in the Department, including officers, clerks, stenographers, communicators, security guards and specialist personnel (a total of approximately 2,000 in 1970). In addition, the Division is concerned with the administrative arrangements relating to assignments abroad of personnel of other departments and agencies.

The Division's operations are conducted in two Posting Assignment Sections concerned with the development, recommendation and execution of policies on postings, assignments, career development, etc., with the demands of posts and divisions in Ottawa for personnel, and with problems of individual members of the Department; by a Staffing Section concerned primarily with recruitment and development, in co-operation with the Public Service Commission, of staffing programs; and by an Administrative Section responsible for financial control and for collecting and maintaining personnel records and statistics.

The year 1970 was a particularly active one for the Personnel Operations Division because of the important economy measures undertaken by the Department in the context of the Government's anti-inflationary program. These involved, *inter alia*, the closing of several missions abroad, a significant reduction of staff at a number of other posts and their redeployment to Ottawa, and a substantial cutback in the Department's total personnel strength. As part of this program of manpower adjustment, the Division was involved in a very active program of transfers and secondments to other departments and agencies of the Government.

Personnel Planning and Development Division

The Personnel Planning and Development Division is responsible for manpower planning, including the forecasting, accounting and reporting of personnel utilization; for the development and implementation of training programs; for the conduct of special projects and studies with the aim of increasing managerial effectiveness and making the best use of personnel resources, and for the application of position-classification standards to determine the relative worth of jobs in the Department.

The introduction of the Government's program of financial restraints late in 1969 had a significant impact on the activities of the Division during 1970. The program required the Department to re-examine the

allocation and utilization of all of its manpower and other resources and as a result, during the first half of the year, this Division, in co-operation with other divisions, was engaged in activities designed to minimize the effects of this policy on departmental operations and on employees. On a continuing basis it has been necessary to ensure that all activities related to manpower planning and utilization and to the forecasting of personnel requirements are consistent with the objectives of departments and with Government policy.

The introduction of new classification standards for the Foreign Service Officer Group was another major event during the year. The Classification Section was closely associated with Treasury Board officials and departmental officers in the development, application and introduction of this unique type of standard. This required a total review and evaluation of all activities at missions abroad and the conversion to the new group of all positions and incumbents. In addition, it was necessary to assist the Public Service Commission in the development of new selection standards and, in conjunction with the Treasury Board and the Trade Commissioner Service, to develop and introduce a performance-oriented salary-administration system and to revise the performance-appraisal program to accommodate these new systems.

During 1970, the Division carried out a major study of the Passport Office, which resulted in significant organization changes designed to assist management in improving operational efficiency and effectiveness. These changes required a complete position-classification review, which has provided the Passport Office with a more viable organization structure.

Also completed during the year was an "in-depth" study of employees of the Stenographic and Secretarial Group with emphasis on identifying solutions to problems related to morale, turnover and utilization; a project on the development of policies concerning Canadian and foreign language-training; a program involving the complete review and revision of departmental employee-evaluation and promotion systems and the development of a career-planning interview program for officers.

A Departmental Training and Development Committee was formed early in 1970 to review and advise the Senior Committee on training and development policy, needs, priorities, budgets and content of programs. The Committee thus provides guidance and direction to the Training Section and considerable progress has been made towards the clearer definition of goals and objectives and the development of rational training policies to meet these needs.

At the same time, current programs of proven value have been continued and in some cases expanded. These include training in Canadian languages both at Ottawa and posts abroad to increase the bilingual capability of the Department. Over 430 employees and wives of officers received tuition in Canadian languages during the year. Training in foreign languages similarly increased in 1970. More emphasis was placed on attendance at management-improvement and management-development courses and programs and, by providing financial assistance, greater numbers of employees were encouraged to take evening and correspondence courses on a wide variety of work-related subjects.



The induction and orientation program for stenographers and clerks was formalized and improved and the development and introduction of pre-posting training courses in subjects such as financial administration was undertaken.

The Department has also continued its practice of providing training and development assistance to public servants and others from foreign countries through survey programs on the operational policies, systems and procedures of the Department.

#### Staff Relations and Compensation Division

The Staff Relations and Compensation Division is responsible for implementing, interpreting and administering statutory provisions, collective agreements and Treasury Board regulations providing for the terms and conditions of employment of departmental personnel. The Staff Relations Section maintains liaison with the Treasury Board, as the employer for the Public Service, and with staff associations. It advises departmental management on all aspects of staff relations and monitors grievance procedures. An Employee Services Section administers all aspects of pay, allowances, leave and superannuation. The responsibilities of the Allowance Policy and Accommodation Abroad Sections include the provision of advice to the Treasury Board on conditions of service that should permit Canadians to serve abroad in a wide variety of circumstances and environments, while promoting good morale and the effective performance of duties. The Division is also responsible for the terms and conditions of employment of 800 locally-engaged employees at Canadian posts abroad.

#### Finance and Administration Branch

The Finance and Administration Branch provides support services to the Department through five divisions: Central Services, Finance, Matériel Management, Property Management and Organization and Methods. In accordance with the Government's policy, the Department has adopted a system of financial management that decentralizes responsibility and provides an improved framework for relating resource requirements to program plans and objectives. A complement of four Area Comptrollers reporting to the Director-General, Finance and Administration, act as budget-control officers and financial-management advisers to the posts and missions abroad. Toward the end of the year, the Branch was deeply involved in the consideration of plans for the integration in a single agency of the support services for most Government operations abroad. These plans are being developed as called for in *Foreign Policy for Canadians* and are to be "tested and put into effect, thereby enabling the Government to provide administrative support for foreign operations in a modern and realistic way".

#### Central Services Division

The Central Services Division provides a variety of common support services to the Department at headquarters. It develops the detailed requirements for office accommodation, furnishings and equipment in the new headquarters building, including security, communication, reception and conference facilities. The Division prepares programs for the allocation of space



in some ten buildings and provides the necessary liaison with the Public Works Department on such matters as the cleaning, redecoration, repair and alteration of offices.

The Division is responsible for the preparation, editing and publication of manuals, reports and circular documents required for the efficient administration of the Department. It is also engaged in the printing of a broad range of administrative manuals, forms, reports, circulars and booklets for internal use and external distribution.

A number of special services are provided by the Division, including charity campaigns and the sale of Government bonds. It organizes blood-donor clinics, first-aid and fire-prevention programs. The Division administers the Incentive Award Program, as well as parking and communication facilities at headquarters. Central Services co-ordinates the administrative procedures in the opening of new posts and edits post reports. The Division is also responsible for planning and the subsequent operation of a data-processing unit to service all divisions of the Department.

#### Finance Division

The Finance Division has two major responsibilities -- the co-ordination and collation of annual departmental program forecasts and estimates for submission to the Treasury Board, and the maintenance of specific and general financial controls over all departmental appropriations.

As a result of amendments to the Financial Administration Act during 1969, the Department became responsible for various functions previously exercised by the Comptroller of the Treasury. These include fiscal accounting and reporting to the Receiver General, cash control, preparation of the departmental section of *Public Accounts*, and the performance of an internal audit on all expenditures to ensure compliance with Parliamentary, executive and departmental policies and regulations.

The Division also developed a new management-information system, which went into operation in 1970 to provide budget reports and other performance data to all levels of management.

The Division provides advice and assistance to other divisions and to posts abroad on accounting and reporting requirements and the interpretation of Government authorities and regulations, arranges payments of assessments to international organizations, administers a working-capital advance to finance post operations, performs a complete accounts-receivable function, prepares forecasts and special statements as required, and provides a centralized travel arrangements and claims service for departmental personnel.

The Division is at present involved in detailed studies and preparation for the integration and provision of financial services to all departments at posts abroad.

#### Matériel Management Division

The Matériel Management Division is responsible for ensuring the adequacy of *matériel* support for Canadian diplomatic posts throughout the world

and for the departmental headquarters by the development and promulgation of policies, guidelines and procedures to assist responsibility centres in the economic utilization of their *matériel* resources, under the rubric "responsibility accounting". The Division is directly responsible for budgeting, procurement-planning, acquisition and supply of *matériel* assets for new posts being opened, for the expansion of activities at existing posts and for the major refurbishing projects arising from moves to new premises. This responsibility includes the design and planning for and the provision of office and residential furnishings and other equipment, including motor-vehicles and special technical equipment that permit responsibility centres to carry out their tasks with maximum economy and efficiency, the maintenance and up-keep of all *matériel* resources provided and the provision of related services.

The year 1970 saw a major step forward in the development and publication of new *matériel* management instructions, including Matériel Authorization Tables or Scales of Issue, as well as the introduction of a revised computerized system of accounting for assets in use, which should materially improve management effectiveness with respect to *matériel* at all levels.

As a result of the passing of Bill C173 and the promulgation of the Government Organization Act of 1969, which brought into being the Department of Supply and Services, the year was also marked by the implementation of Purchase Consolidation and Supply Consolidation under the mandate of that Department.

The Department's *matériel* management system was used as the basic framework for the development of *matériel* management systems and procedures to be employed within the conception of integrated support for foreign operations.

### Property Management Division

The Property Management Division provides, maintains, operates and manages accommodation for use as offices, official residences and staff housing, either through government lease or government ownership. The Division prepares short-range and long-range programs, annual and long-range budgets, special accommodation studies, conducts a major program of property acquisition through the purchase of buildings, or the design and construction of buildings abroad, and maintains files, records and financial control. The Division has a staff of 17 based in Ottawa, which is organized into two sections: Maintenance and Operations and Construction and Acquisition.

At External Affairs posts, every effort is made to include other government departments in common office accommodation. The Department has been successful in most cases and provides offices abroad for the following departments: Industry, Trade and Commerce - 54 posts; Manpower and Immigration - 11 posts; National Revenue - 5 posts; Department of National Defence - 26 posts. This represents the major portion of office accommodation abroad, both with respect to gross area and total cost. Staff housing under government lease is provided for many other departments at posts where the housing situation is difficult, and at several other posts the Treasury Board has authorized pooling of accommodation under

External Affairs for the purpose of ownership, leasing and management. The rentals for shared accommodation are charged back to the user departments on a *pro rata* basis.

The magnitude of the accommodation requirement for the Department of External Affairs can be seen from the following tabulation, which indicates the total number of building units involved, with a breakdown into those under government ownership, under government lease, and construction projects in progress:

External Affairs - Government Owned and Leased Accommodation

Type	Total	Gov't Owned			Gov't Leased		Const. Projects in Progress	
		Units	\$ Value Original	Current \$ Value	Units	Annual Rental	Units	Approx. Total \$ Value
Office Bldgs	85	20	6,812,000	21,850,000	65	1,725,000	2	2,395,000
Official Residences	72	39	6,507,000	18,543,000	33	344,000	2	482,000
Staff Housing	900	63	1,748,000	1,985,000	372	1,340,000	45	2,443,000
	1,057	122	15,067,000	42,378,000	470	3,409,000	49	5,320,000

During 1970 there was a continuing, though greatly reduced, program of design, construction and purchase of buildings overseas. The purchase of existing buildings included some 24 staff quarters. One chancery under construction was completed. During the year there were under design one chancery and 22 staff units, while tenders were called for one chancery, one residence and 22 staff units.

#### Organization and Methods Division

The Organization and Methods Division carries out a continuing review of management and operating procedures within the Department. Its activities during 1970 were somewhat curtailed because of reduced staff. The project started in 1969 to develop an organizational structure and revised procedures for the integration of functions of the Comptroller of the Treasury into the Finance Division was continued, and assistance in implementing new procedures was provided. Assistance in implementing procedural changes resulting from basic changes in passport requirements was also continued. The Division participated in a major project to improve the organization and operating procedures of the Passport Office and to develop a staffing plan to meet the seasonal work-load. A study was undertaken to improve the storage, retrieval and controlled distribution of personnel data.



The Forms Management Section was busily engaged during 1970 in designing new forms, revising existing ones, and in making departmental forms bilingual. In collaboration with the Matériel Management Division, the Section assisted in arranging for the transfer to the Department of Supply and Services of responsibility for the supply and warehousing of departmental forms.

The consultant staff was continuously engaged in carrying out a wide variety of *ad hoc* studies throughout the year.

### Communications and Information Systems Branch

The Communications and Information Systems Branch consists of three divisions -- Telecommunications, Records Management and Information Systems -- and the Library Services. Formation of the last-mentioned Division and the management of the activities of the three divisions as a branch was recommended by a consultant from the Public Service Commission. The management of the Library Services was transferred from the Historical Division to the Information Systems Division in 1970.

#### Telecommunications Division

The Telecommunications Division is responsible for the operational and technical activities of the Canadian Diplomatic Communications System, which provides for the despatch and receipt of messages by telegraph, diplomatic-courier and diplomatic-mail facilities between Ottawa and posts. It also arranges for the provision of telephone service at posts, conducts training courses for communicators, technicians and other departmental personnel and is responsible for purchasing, leasing, installing and maintaining all communications equipment and services used throughout the system. Liaison with other departments and agencies which employ these facilities is a further responsibility.

A significant program of modernization of facilities begun in 1969 has largely been completed and has improved communication with Washington, New York and major European posts. This has been accomplished within the financial limitations imposed by government economies and has permitted the absorption of personnel reductions without decreasing efficiency of operations.

Studies of means to improve the distribution, storage and retrieval of telegrams, carried out in concert with the Information Systems and Records Management Divisions, continue to receive close attention.

#### Records Management Division

The Records Management Division is responsible for the effective administration of records operations at headquarters and for the functional control over all records-management activities at posts. The Head of Division is the custodian of all official departmental files, and as such is designated Records Manager. It is the responsibility of the Records Manager to work in close liaison with the Dominion Archivist and to act as adviser to departmental officials in the matter of records management.

The Division's activities include the opening of incoming official mail; the distributing of official mail, correspondence and documents; the analyzing, classifying and indexing of correspondence in such a way as to facilitate ready reference and subsequent retrieval of information; the conducting of training courses in records management; the scheduling of records for retention or destruction; and the providing of a departmental messenger service.

The effectiveness of the Records Classification System introduced in 1963, which was designed to ensure a uniform classification system at headquarters and at posts, has been sustained.

A central control over the work of the Division's various units is maintained by the requirement that periodic operational, statistical and staff-performance reports be submitted to head office. These reports permit assessment of the work volume of the units and the allocation of personnel to the best advantage. An annual report on the disposal of obsolete is also required from posts.

A number of members of the Division attended records-management or supervisory training courses in 1970. These courses were held under the sponsorship of the Public Service Commission and the Public Archives.

During 1970, training courses and orientation lectures on records management were given to 75 members of the Department. Personnel assigned to the Division or posted abroad attended courses that varied in character and duration to meet the needs of the trainees, depending on their qualifications, past experience and future duties. Familiarization briefings on the intra-departmental symbols system were given to members of the Department returning from posting.

The Division also provided assistance and guidance to various posts regarding the records system and techniques of records management, briefed officers, clerks and communicators proceeding to posts on the disposal of obsolete records, and gave counsel regarding the selection of records personnel for certain posts.

The task of applying to the Department's operational records the retention and disposal schedule approved by the Dominion Archivist proceeded well in 1970. The marking of retention periods on files is nearing completion. A second schedule applying to a portion of the Department's housekeeping records was prepared during the year, and submitted to and approved by the Dominion Archivist. A considerable quantity of old departmental records were transferred from the Public Archives Records Centre to the Historical Branch, Public Archives of Canada, for selective retention and permanent custody in accordance with the Department's schedule for operational records and with the Government's 30-year policy on access to public records.

In view of the time-consuming and ever-increasing number of requests for research received by the Division, the Records Management Division is co-operating with the Information Systems Division, the Computer Service Bureau and the Archives in a study to computerize the Department's records indices to provide rapid and accurate retrieval of relevant files through their subject titles.

In spite of personnel reductions and the further intensification of demands for records services by the creation of new units in the Department, the Division succeeded in keeping abreast of these new demands because of better-trained personnel, reflected by an improvement in the records-training program, and also because of the continued co-operation of records users.

### Information Systems Division

The Information Systems Division is concerned with effective management and utilization of the substantive information in the Department. Substantive information includes political, economic, social, communications in letter, message, report or other published format. The Division will investigate the ways in which information is originated, transmitted, catalogued, abstracted, stored, searched, retrieved, analysed, etc., in relation to officers' needs for facts and general knowledge in the field of international affairs.

It is the purpose of the Division to plan, prototype and progressively implement a substantive management-information system that will provide effective means for the interaction between the originator, the inquirer and the information bank.

### Library Services

The Library Services provides both reader and technical services at home and abroad for the members of the Department. Periodicals, newspapers, books, government documents and foreign-language training records (including instruction guides) are purchased, or borrowed, and distributed on selection by the professional library staff and on request from personnel of the Department. A comprehensive reference collection and reference service is available on topics in international affairs and related fields. The Press Clipping Service supports with articles from the current press the basic library purpose of providing and disseminating reference data to the members of the Department. The Library maintains a co-operative relation for the interlibrary lending and borrowing of material with other departmental libraries and sources for information on international affairs.

The Department also administers the Special Research Bureau, which is charged with the collation and analysis of information about the economic affairs of foreign countries.



## APPENDIX I

### PUBLICATIONS OF THE DEPARTMENT OF EXTERNAL AFFAIRS

The Department of External Affairs issues two free catalogues of its publications -- one for residents of Canada and the other for residents of other countries. Free publications may be ordered from the Information Division, Department of External Affairs, Ottawa, or from Canadian diplomatic and consular posts. Publications for which there is a charge may be ordered from Information Canada, Ottawa.

#### 1. Publications Available Both in Canada and Abroad

*External Affairs:* A monthly bulletin containing articles on subjects of international interest and official statements of Canadian foreign policy. Price: Annual subscription, Canada, the United States and Mexico, \$2.00; other countries, \$2.50; students, \$1.00.

*Canada Treaty Series:* Texts of individual treaties, conventions and other agreements between Canada and other countries. Prices may be obtained from Information Canada, Ottawa.

*Canadian Representatives Abroad:* A bilingual directory of Canadian diplomatic, consular and trade offices abroad. Information concerning the frequency of issue and price may be obtained from Information Canada, Ottawa.

*Diplomatic Corps and Consular and Other Representatives in Canada:* A bilingual directory of diplomatic missions in Ottawa and consular and other missions throughout Canada. Information concerning the frequency of issue and price may be obtained from Information Canada, Ottawa.

#### *Official Papers:*

Canada and the Korean Crisis 1950. Price: Canada, the United States and Mexico, 25 cents; other countries, 30 cents.

Columbia River Treaty Protocol and Related Documents. Price \$3.00.

Federalism and International Conferences on Education. Price 75 cents

Federalism and International Relations. Price \$1.00

Report of Disarmament Discussions 1957. Price: Canada, the United States and Mexico, 35 cents; other countries, 40 cents.

The Crisis in the Middle East: October-December 1956. Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

*Foreign Policy for Canadians:* A set of six pamphlets based on the results of the recent foreign policy review by the Canadian Government. The main paper bears the series title, and the other five are entitled Europe, International Development, Latin America, Pacific and United Nations. Price: the six pamphlets, boxed, \$3.00; individual pamphlets, 50 cents.

*Reference Papers:* Background information on various aspects of Canadian affairs. (No charge)

No. 69. The Department of External Affairs.

No. 85. Canada and the International Labour Organization.

No. 87. Canada and the World Meteorological Organization.

No. 88. Canada and ICAO.

No. 93. Canada's Contribution to the United Nations.

*Statements and Speeches:* Made during 1970 by Canadian Cabinet Ministers and certain other public figures. (No charge)

Rt. Hon. Pierre Elliott Trudeau, Prime Minister:

70/3 Canada Leads the Fight Against Pollution. Toronto,  
April 15

Hon. Mitchell Sharp, Secretary of State for External Affairs:

70/1 Perspectives in Foreign Policy. Edmonton,  
January 17

70/2 Mr. Sharp Visits Paris and Bonn. House of Commons,  
April 9

70/5 Preserving Canada's Arctic Environment. House of Commons,  
April 16

70/6 Canada Extends its Territorial Sea. House of Commons,  
April 17

70/8 Cambodia. House of Commons,  
May 1

70/9 Some Elements of Canada's Foreign Policy. Bucharest,  
June 3

70/11 World Order and World Security. Ottawa,  
August 24

70/12 Canadian Foreign Policy and the Third World. Toronto,  
September 18

70/13 Making the United Nations Equal to its Tasks. New York,  
October 14

70/14 Common Purpose and Common Action. New York,  
September

70/15 Canada Reviews its Foreign Policy. House of Commons,  
October 27

- |   |   |                                 |
|---|---|---------------------------------|
| 70/18   | Canada and the Enlargement of the European Community<br>Community - II.       | Brussels,<br>December 1         |
| 70/19   | Establishment of Diplomatic Relations with the<br>People's Republic of China. | House of Commons,<br>October 13 |
| 70/23   | Europe Revisited.   | House of Commons,<br>December 9 |
| 70/24   | Canada and the New Europe.  | Ottawa,<br>December 14          |
| Hon. Paul Martin, Senate House Leader:  |   |                                 |
| 70/22   | Canada-Caribbean Relations.   | Senate,<br>December 8           |
| Mr. Jean-Pierre Goyer, Secretary to the Secretary of State for External<br>Affairs: |   |                                 |
| 70/10   | Canada and Latin America -- A Period of Mutual<br>Discovery.                  | Washington,<br>June 30          |

## 2. Publications Distributed Abroad Only

*Canadian Weekly Bulletin:* A budget of important Canadian developments and announcements.

*Facts on Canada:* A free booklet illustrated in colour, available from Canadian posts in English, French, Spanish, German, Italian, Dutch, Russian, Japanese, Portuguese, Czech, Polish, Serbo-Croatian and Danish.

*Let's Look at Canada:* A free pamphlet with brief text, illustrated in colour, available from Canadian posts in English, French, Japanese, Czech and Finnish.

*Reprints:* Articles on Canada and Canadian affairs reproduced from various printed sources, available for reprint by periodicals abroad.  
(No charge)



## APPENDIX II

### DEPARTMENTAL PERSONNEL STATISTICS

Comparison of Staff on 31 December 1969 and 31 December 1970:

	<u>1969</u>	<u>1970</u>
<u>Officers</u>		
Ottawa	448	397
Abroad	369	328
<u>Administrative Staff</u>		
Ottawa	802	727
Abroad	714	610
TOTALS	<u>2,333</u>	<u>2,062</u>
Locally-engaged staff abroad	933	980
Foreign Service Officers appointed	42	5
Other appointments	240	166
<u>Separations</u>		
Foreign Service Officers	25	34
Others	161	206

## APPENDIX III

### 1. CANADIAN DIPLOMATIC REPRESENTATION

#### A. Embassies<sup>(1)</sup>

Country	City
✕ Afghanistan (Pakistan)	
✕ Algeria (Switzerland)	
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
✕ Bolivia (Peru)	
Brazil	Rio de Janeiro
✕ Bulgaria (Yugoslavia)	
✕ Burma (Malaysia)	
✕ Burundi (Congo, Democratic Republic of)	
Cameroun	Yaoundé
✕ Central African Republic (Cameroun)	
✕ Chad	
Chile	Santiago
China, People's Republic of	Peking
Colombia	Bogota
Congo, People's Republic of (Congo, Democratic Republic of)	
Congo, Democratic Republic of	Kinshasa
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
✕ Dahomey (Ghana)	
Denmark	Copenhagen
✕ Dominican Republic (Venezuela)	
✕ Ecuador (Colombia)	
✕ El Salvador (Costa Rica)	
Ethiopia	Addis Ababa
Finland	Helsinki
France	Paris
✕ Gabon (Cameroun)	
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
✕ Guinea (Senegal)	
Haiti	Port-au-Prince
Holy See	Rome

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(1) No resident diplomatic mission maintained in countries marked with an asterisk. The country named in brackets is that in which the accredited Canadian representative resides.

Country	City
✕ Honduras (Costa Rica)	
✕ Hungary (Czechoslovakia)	
✕ Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
✕ Iraq (Iran)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
✕ Ivory Coast	Abidjan
Japan	Tokyo
✕ Jordan (Lebanon)	
✕ Korea (Japan)	
✕ Kuwait (Iran)	
Lebanon	Beirut
✕ Libya (Tunisia)	
✕ Luxembourg (Belgium)	
✕ Madagascar (Ethiopia)	
✕ Mali (Senegal)	
✕ Mauritania (Senegal)	
Mexico	Mexico City
✕ Morocco (Spain)	
✕ Nepal (India)	
Netherlands	The Hague
✕ Nicaragua (Costa Rica)	
✕ Niger (Ivory Coast)	
Norway	Oslo
✕ Panama (Costa Rica)	
✕ Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
✕ Romania (Yugoslavia)	
✕ Rwanda (Congo, Democratic Republic of)	
Senegal	Dakar
✕ Somali Republic (Ethiopia)	
South Africa	Pretoria
Spain	Madrid
✕ Sudan (United Arab Republic)	
Sweden	Stockholm
Switzerland	Berne
✕ Syrian Arab Republic (Lebanon)	
Thailand	Bangkok
✕ Togo (Ghana)	
Tunisia	Tunis
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United Arab Republic	Cairo
United States of America	Washington
✕ Upper Volta (Ghana)	
✕ Uruguay (Argentina)	
Venezuela	Caracas
Yugoslavia	Belgrade



## B. Offices of High Commissioners

Country	City
Australia	Canberra
✕ Barbados (Trinidad and Tobago)	
✕ Botswana (South Africa)	
Britain	London
Ceylon	Colombo
Cyprus <i>Isaac</i>	<del>Nicosia</del> <i>Tel. 4</i>
✕ Fiji (Australia)	
✕ Gambia (Senegal)	
Ghana	Accra
Guyana	Georgetown
India	New Delhi
Jamaica	Kingston
Kenya	Nairobi
✕ Lesotho (South Africa)	
Malaysia	Kuala Lumpur
✕ Malta (Italy)	
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Islamabad
✕ Sierra Leone (Nigeria)	
Singapore	Singapore
✕ Swaziland (South Africa)	
Tanzania, United Republic of	Dar-es-Salaam
Trinidad and Tobago (2)	Port-of-Spain
✕ Uganda (Kenya)	
✕ Zambia (Tanzania, United Republic of)	

## C. Permanent Delegations to International Organizations

Organization	City
Atomic Energy Agency	Vienna
European Communities (Economic, Atomic Energy, Coal and Steel)	Brussels
North Atlantic Council	Brussels
Organization for Economic Co-operation and Development	Paris
United Nations	New York
United Nations (Geneva Office)	Geneva
United Nations Educational, Scientific and Cultural Organization	Paris
United Nations Industrial Development Organization	Vienna

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(2) High Commissioner also accredited as Commissioner for Canada in the West Indies (Associated States).

## 2. CONSULAR OFFICES

### A. Consulates General

Country	City
France	Bordeaux
	Marseilles
Germany	Düsseldorf
	Hamburg
Iceland	Reykjavik (honorary officer in charge)
Italy	Milan
Monaco <sup>(3)</sup>	
Philippines	Manila
United States of America	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

### B. Consulates

Country	City
Brazil	Sao Paulo
San Marino <sup>(4)</sup>	
United States of America	Buffalo
	Cleveland
	Dallas
	Detroit
	Minneapolis
	Philadelphia
	San Juan (Territory of Puerto Rico)

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(3) Care of Canadian Consulate General, Marseilles

(4) Care of Canadian Embassy, Rome

### C. Vice-Consulates

Country	City
Portugal -- the Azores	Ponta Delgada

### 3. MILITARY MISSIONS

Country	City
Germany	Berlin

### 4. INTERNATIONAL SUPERVISORY COMMISSIONS

Country	City
Laos	Vientiane
Vietnam	Saigon



## APPENDIX IV

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>(1)</sup>

#### 1. Diplomatic Missions Resident in Canada

Country	Nature of Post
Algeria	Embassy
* Argentina	Embassy
* Australia	High Commissioner's Office
* Austria	Embassy
Barbados	High Commissioner's Office
* Belgium	Embassy
* Brazil	Embassy
* Britain	High Commissioner's Office
* Bulgaria	Embassy
Burma	Embassy
Cameroun	Embassy
Ceylon	High Commissioner's Office
* Chile	Embassy
* Colombia	Embassy
Congo (Kinshasa)	Embassy
* Cuba	Embassy
* Czechoslovakia	Embassy
* Denmark	Embassy
* Dominican Republic	Embassy
* Finland	Embassy
* France	Embassy
* Germany	Embassy
Ghana	High Commissioner's Office
* Greece	Embassy
Guyana	High Commissioner's Office
* Haiti	Embassy
Holy See	Apostolic Nunciature
* Hungary	Embassy
* India	High Commissioner's Office
* Indonesia	Embassy
Iran	Embassy
* Ireland	Embassy
* Israel	Embassy
* Italy	Embassy
Jamaica	High Commissioner's Office
* Japan	Embassy
* Korea	Embassy

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(1) Countries with consulates-general, consulates or trade commissions in Canada are marked with an asterisk. For more detailed information see *Diplomatic Corps and Consular and Other Representatives in Canada*.

Country	Nature of Post
X Lebanon	Embassy
Malaysia	High Commissioner's Office
X Mexico	Embassy
X Netherlands	Embassy
X New Zealand	High Commissioner's Office
Nigeria	High Commissioner's Office
X Norway	Embassy
X Pakistan	High Commissioner's Office
X Peru	Embassy
X Poland	Embassy
X Portugal	Embassy
X Romania	Embassy
Rwanda	Embassy
X South Africa	Embassy
X Spain	Embassy
X Sweden	Embassy
X Switzerland	Embassy
Tanzania	High Commissioner's Office
X Thailand	Embassy
X Trinidad and Tobago	High Commissioner's Office
Tunisia	Embassy
X Turkey	Embassy
X Union of Soviet Socialist Republics	Embassy
United Arab Republic	Embassy
X United States of America	Embassy
X Venezuela	Embassy
X Yugoslavia	Embassy

## 2. Accredited Diplomatic Missions not Resident in Canada

Country	Nature of Post	Residence
Afghanistan	Embassy	Washington
X Bolivia	Embassy	Washington
Botswana	Embassy	Washington
Burundi	Embassy	New York
Central African Republic	Embassy	Washington
Congo (Brazzaville)	Embassy	New York
X Costa Rica	Embassy	Washington
Cyprus	High Commissioner's Office	Washington
X Dahomey	Embassy	Washington
X El Salvador	Embassy	Washington
Gabon	Embassy	Washington
X Guatemala	Embassy	Washington
Guinea	Embassy	Washington
X Iceland	Embassy	Washington
Ivory Coast	Embassy	Washington
Jordan	Embassy	Washington

Country	Nature of Post	Residence
Kuwait	Embassy	Washington
Lesotho	High Commissioner's Office	Washington
✕ Luxembourg	Embassy	Washington
✕ Malagasy Republic	Embassy	Washington
Mali	Embassy	Washington
Malta	High Commissioner's Office	Washington
Mauritania	Embassy	New York
Mauritius	High Commissioner's Office	Washington
Morocco	Embassy	Washington
Nepal	Embassy	Washington
✕ Nicaragua	Embassy	Washington
✕ Niger	Embassy	Washington
✕ Panama	Embassy	Washington
✕ Senegal	Embassy	Washington
Sierra Leone	High Commissioner's Office	Washington
Singapore	High Commissioner's Office	New York
Somali Republic	Embassy	New York
Sudan	Embassy	New York
Swaziland	High Commissioner's Office	Washington
Togo	Embassy	Washington
Uganda	High Commissioner's Office	New York
Upper Volta	Embassy	Washington
✕ Uruguay	Embassy	Washington

3. Countries having Consulates-General, Consulates  
or Trade Commissions but no accredited  
Diplomatic Missions

Bolivia  
Ecuador  
Honduras  
Iraq  
Monaco  
San Marino  
West Indies (Associated States)



## APPENDIX V

### INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER

#### Conference of the Committee on Disarmament in Geneva

#### Commonwealth

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Agricultural Bureau Executive Council  
Commonwealth Air Transport Council  
Commonwealth Committee on Mineral Processing  
Commonwealth Committee on Mineral Resources and Geology  
Commonwealth Defence Science Organization  
Commonwealth Forestry Conference and the  
    Standing Committee on Commonwealth Forestry  
Commonwealth Foundation (1)  
Commonwealth Parliamentary Association  
Commonwealth Scientific Committee  
Commonwealth Telecommunications Organization  
Commonwealth War Graves Commission

#### La Francophonie

L'Association Internationale des Parlementaires de Langue Française  
L'Agence de Coopération Culturelle et Technique  
La Conférence des Ministres de l'Education nationale des Etats  
    africains et malgache d'expression française  
La Conférence des Ministres de la Jeunesse et des Sports des Etats  
    africains et malgache d'expression française

#### North Atlantic Treaty Organization

#### United Nations (2)

#### Councils and Selected Organs of the General Assembly

Board of Trustees of the United Nations Institute for  
    Training and Research  
Executive Committee of the High Commissioner for Refugees  
Scientific Advisory Committee  
Scientific Committee on the Effects of Atomic Radiation

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(1) A semi-autonomous organization financially supported by Commonwealth governments.

(2) A more comprehensive list of United Nations bodies of which Canada is a member is available in *Canada and the United Nations 1966*.

United Nations Commission for Social Development  
United Nations Committee on Housing, Building and Planning  
United Nations Committee on the Peaceful Uses of Outer Space  
United Nations Conference on Trade and Development (UNCTAD)  
Trade and Development Board  
United Nations Disarmament Commission  
United Nations Industrial Development Organization (UNIDO)  
United Nations Special Committee on Peacekeeping Operations

Specialized Agencies and Other Agencies (3)

Food and Agriculture Organization  
Inter-governmental Maritime Consultative Organization  
International Atomic Energy Agency  
International Bank for Reconstruction and Development  
International Civil Aviation Organization  
International Labour Organization  
International Monetary Fund  
International Oceanographic Commission  
International Telecommunication Union  
United Nations Educational, Scientific and Cultural Organization  
Universal Postal Union  
World Health Organization  
World Meteorological Organization

Other Selected United Nations Bodies

Commission on Narcotic Drugs  
Economic Commission for Latin America  
Executive Board of the United Nations Children's International  
Emergency Fund (UNICEF)  
Governing Council of the United Nations Development Program  
Statistical Commission  
UNCTAD-FAO Joint Study Group on Grains  
UNCTAD-FAO Joint Study Group on Jute, Kenaf and Allied Fibres  
UNCTAD-FAO Joint Study Group on Oil Seeds, Oils and Fats  
United Nations-FAO World Food Program  
United Nations Preparatory Committee for the 1972 Conference  
on the Environment

Canada-Australia

Canada-Australia Consultative Committee

Canada-Belgium

Canada-Belgium Joint Cultural Commission

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(3) During 1968, Canada was elected to the Executive Board of UNESCO and thus is now a member of the executive boards of all these Agencies.

## Canada-Britain

Anglo-Canadian Ministerial Committee on Trade and Economic Affairs  
Canada-United Kingdom Continuing Committee on Trade and Economic  
Affairs

## Canada-France

Canada-France Joint Cultural Commission  
Canada-France Joint Economic Committee  
Canada-France Parliamentary Association

## Canada-Japan

Canada-Japan Ministerial Committee

## Canada-Mexico

Canada-Mexico Joint Committee

## Canada-New Zealand

Canada-New Zealand Consultative Committee

## Canada-Tunisia

Canada-Tunisia Joint Committee

## Canada-United States

Canada-United States Balance of Payments Committee  
Canada-United States Committee on Joint Defence (Ministerial)  
Canada-United States Inter-Parliamentary Group  
Canada-United States Joint Civil Emergency Planning Committee  
Canada-United States Technical Committee on Agricultural  
Marketing and Trade Problems  
Great Lakes Fishery Commission  
International Boundary Commission  
International Joint Commission  
International Pacific Halibut Commission  
International Pacific Salmon Fisheries Commission  
Joint United States-Canadian Committee on Trade and Economic  
Affairs (Ministerial)  
Military Co-operation Committee/Canada-U.S. Regional Planning  
Group  
North American Air Defence Command  
Permanent Joint Board on Defence  
Roosevelt-Campobello International Park Commission  
Senior Policy Committee on the Canada-United States Defence  
Production and Development Sharing Program

## Canada-West Indies

Standing Commonwealth Caribbean-Canada Trade and Economic  
Committee



## Colombo Plan

Consultative Committee on Co-operative Economic Development  
in South and Southeast Asia  
Council for Technical Co-operation in South and Southeast Asia

## Commodities

Cotton Textiles Committee  
International Bureau for the Publication of Customs Tariffs  
International Cocoa Study Group  
International Coffee Agreement  
International Copper Study Group  
International Cotton Advisory Committee  
International Grains Arrangement 1967  
International Lead and Zinc Study Group  
International Rubber Study Group  
International Sugar Agreement  
International Tin Agreement  
International Tungsten Study Group  
International Wool Study Group

## Conservational

International Commission for the Northwest Atlantic Fisheries  
International Council for the Exploration of the Sea  
International North Pacific Fisheries Commission  
International Union for the Conservation of Nature  
International Whaling Commission  
North Pacific Fur Seal Commission

## General Agreement on Tariffs and Trade

## Hague Conference on Private International Law

## Inter-American

Inter-American Center of Tax Administrators  
Inter-American Radio Office  
Inter-American Statistical Institute  
Pan-American Institute of Geography and History  
Postal Union of the Americas and Spain

## International Criminal Police Organization

## International Exhibitions Bureau

International Institutions for the Unification of Private Law

## Inter-Parliamentary Union

## Organization for Economic Co-operation and Development

## Permanent Court of Arbitration

## Scientific

International Association of Geomagnetism and Aeronomy  
International Association of Seismology and Physics  
International Astronomical Union  
International Bureau of Weights and Measures  
International Congress of Biochemistry  
International Congress on Essential Oils  
International Geographic Union  
International Geological Union  
International Hydrographic Bureau  
International Institute of Refrigeration  
International Mathematical Union  
International Society of Photogrammetry  
International Union of Geodesy and Geophysics  
International Union of Pure and Applied Chemistry  
International Union of Theoretical and Applied Mechanics

## Space Telecommunications

Interim Communications Satellite Committee

## Universal Copyright Convention

## APPENDIX VI

### INTERNATIONAL CONFERENCES HELD IN 1970 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial List)

#### A. United Nations Conferences

Asian Development Bank, Seoul, April 9-11.

Commission for Social Development, Geneva, March 4-20.

Commission on the Status of Women, Geneva, March 23 -- April 10.

Committee for Development Planning, New York, January 5-16.

Committee for the Twenty-fifth Anniversary of the United Nations,  
New York, periodic.

Committee on the Peaceful Uses of Outer Space, New York, January  
20-22; September 1-14.

Committee on the Peaceful Uses of the Seabed, New York, February  
26-27; Geneva, August 3-28; Limits of National Jurisdiction,  
New York, March 2-27.

Conference of the Committee on Disarmament, Geneva, February-April;  
June-September.

Economic and Social Council, 48th Session, New York, January 12-  
14; March 23 -- April 3; resumed 48th Session, New York, May  
18-29; 49th Session, Geneva, July 6-31; resumed 49th Session,  
New York, October--November.

Economic Commission for Asia and the Far East, Bangkok, April  
14-27.

Economic Commission for Europe, Geneva, April 13-24.

Economic Commission for Latin America, 5th (Extraordinary) Session,  
New York, May 4-6.

Food and Agriculture Organization, Council, 55th Session, Rome,  
October.

Fourth Pledging Conference for the World Food Program, New York,  
January 23.

International Atomic Energy Agency, 14th General Conference,  
Vienna, September 23-30.



International Bank for Reconstruction and Development, Board of Governors, Copenhagen, September 21-25.

International Civil Aviation Organization, Assembly, 17th (Extraordinary) Session, Montreal, June 16-30; Council, April-June and September; Legal Sub-Committee, 18th Session, London, September 29-indefinite.

International Conference on Air Law, The Hague, December.

International Labour Organization, International Labour Conference, 24th Session, Geneva, June 3-25.

International Monetary Fund, Board of Governors, Copenhagen, September 21-25.

International Telecommunication Union, Administrative Council, 25th Session, ITU Headquarters, May.

Preparatory Committee for the United Nations Conference on the Human Environment, 1st Session, New York, March 2-13.

Scientific Committee on the Effects of Atomic Radiation, 20th Session, Geneva, September 21-25.

Special Committee on Peacekeeping Operations, New York, September.

United Congress on the Prevention of Crime and the Treatment of Offenders, Tokyo, August 17-26.

United Nations Children's Fund, Executive Board, New York, April 20 -- May 1.

United Nations Conference on Trade and Development, Trade and Development Board, resumed 9th Session, Geneva, February 2-13; 10th Session, August 25 -- September 18.

United Nations Development Program, Governing Council, 9th Session, New York, January 19-27; Special Session, March 16-20; Tenth Session, Geneva, June 9-26; Pledging Conference, New York, October 29.

United Nations Educational, Scientific and Cultural Organization, Executive Board, Paris, May-June and September; General Conference, October 12 -- November 10; International Conference on Institutional, Administrative and Financial Aspects of Cultural Policies, Venice, August 24 -- September 2.

United Nations General Assembly, 25th Session, New York, September 15 -- December; Special Commemorative Session, New York, October 14-24.

United Nations High Commissioner for Refugees, Executive Committee, Geneva, October.

United Nations Scientific Advisory Committee, Geneva, April 20.

Universal Postal Union, Executive Council, Berne, May.

World Health Organization, World Health Assembly, 23rd Session, Geneva, May 5-22.

World Meteorological Organization, Geneva, September 28 -- October 10; Executive Committee, 22nd Session, WMO Headquarters, May 28 -- June 12.

World Youth Assembly, New York, July 9-17.

#### B. Other Conferences

Agence de Coopération Culturelle et Technique (2nd), Niamey, March 16-20.

American Institute of Mining Engineers, World Symposium on the Mining and Metallurgy of Lead and Zinc, St. Louis, October 20 -- November 3.

Association internationale des Parlementaires de Langue française (III<sup>e</sup>), Abidjan, March 25-28.

Caribbean Aid Donors Conference, London, May 4-8.

Commonwealth Agricultural Conference, London, July 17-31.

Commonwealth Caribbean-Canadian Law Conference, Kingston (Jamaica), March 11-13.

Commonwealth Finance Ministers' Conference, Nicosia, September 17-18.

Commonwealth Parliamentary Association, 16th Conference, Canberra, October 1-9.

Commonwealth Science Committee, Kingston (Jamaica), November 2-6.

Commonwealth Seminar on Diplomacy, Singapore, March 9-14.

Commonwealth Specialist Conference on Education in Rural Areas, Accra, March 21 -- April 3.

Commonwealth Statisticians Conference (7th), New Delhi, November 16-27.

Conférence des Ministres de l'Education des Pays francophones, Nouakchott, February 23-26; Paris, September 3-12; Yaoundé, September 21-26.

Conference on Automation and Mechanization in the Fishing Industry, Montreal, February 3-6.

Conference on Environmental Control, London, November 13-16.

Conference to Consider Draft Convention on Travel Agency Contract, Brussels, April 13-23.

Congrès de l'Union des Hussiers de Justice et des Officiers Judiciaires, Brussels, June 8-14.

Congrès de l'Institut International de Droit d'Expression Française (V<sup>e</sup>), Libreville, October 19-27.

Congrès National des Médecins de Centres de Santé (10<sup>e</sup>), Paris, September.

European Conservation Conference, Strasbourg, February 6-12.

European Space Conference, Brussels, July 22-24.

Glaciological Conference, Reykjavik, June 17-25.

Great Lakes Environment Conference, Toronto, October 14.

Inter-American Development Bank, Puerta del Este, April 20-24.

Inter-American Tropical Tuna Commission, 22nd Annual Meeting, Ottawa, April 22-24.

Institute of Metals, Conference on Copper, Amsterdam, September 21-25.

International Association for the Genesis of Ore Deposits, Tokyo, August 24 -- September 8.

International Association of Universities, Conference, Montreal, August.

International Astronomical Union, 14th General Assembly, Brighton, August 18-27.

International Cartographic Association, Stresa, May 2-10.

International Colloquium on Peat Problems (5th), Warsaw and Nowy Sacz (Poland), June 4-9; Copenhagen, June 1.

International Commission for Exploration of the Seas, 58th Statutory Meeting, Copenhagen, September 27 -- October 2.

International Conference of Librarians, Minsk, July-August.

International Conference on Non-destructive Testing(6th), Hanover, May 21 -- June 13.



International Conference on the Production and Application of Clean Steels, Balatonfured (Hungary), June 23-26.

International Conference on Public Education, 23rd Session, Geneva, July 1-9.

International Congress of the Association of Engineering Geologists, Paris, September 5-11.

International Congress on Industrial Waste Water, Stockholm, November 1-7.

International Congress of Internal Medicine (11th), New Delhi, October 25-30.

International Congress on Parks and Recreation Administration (6th), Canberra, October 19-23.

International Council of Scientific Unions, 13th General Assembly, Madrid, September 20-25.

International Criminal Police Organization, Symposium on Drugs, Paris, October 13-16.

International Electrotechnical Commission, Prague, October 20-24.

International Federation of Surveyors, Conference on Geodetic Methods, Budapest, August 17-22.

International Galvanizing Conference (9th), Düsseldorf, June 7-12.

International Hydrological Decade Symposium on Hydrometry, Koblenz, September 13-19.

International Hydrological Decade Symposium on World Water Balance, Reading (England), July 15-23.

International Law Association, 54th Conference, The Hague, August 23-30.

International Mineral Processing Congress (9th), Prague, May 31-June 7.

International Mining Congress (6th), Madrid, June 3-15.

International Radio Consultative Committee, 12th Plenary Assembly, New Delhi, January 19 -- February 12.

International Social Security Association, General Assembly, Cologne, September 21-30.

International Society of Photogrammetry, Delft (Netherlands), September 9-11; Munich, September 16-19; Paris, September 21-23.

International Society of Rock Mechanics (2nd), Belgrade, September 21-30.

International Standards Organization, Ankara, September 20-26; London, September 21-24.

International Symposium on the Geology and Genesis of Precambrian Iron-Manganese Formations and Ore Deposits, Kiev, August 20-25; Krivey Rog (U.S.S.R.), August 26-30.

International Telecommunications Satellite Consortium, Plenipotentiary Conference on Definitive Arrangements, Washington, February 16 -- March 21; May 18 -- June 12; September 8 -- October 2.

International Union of Geological Sciences, Annual Council Meeting, Antwerp, February 23-28.

International Union of Official Travel Organizations, Mexico City, September 16-27.

International Welfare Conference, Manila, September 9-12.

Latin American Iron and Steel Congress (10th), Caracas, August 8-17.

North Atlantic Treaty Organization, North Atlantic Council, Ministerial Meetings, Rome, May 26-27, Brussels, December 2-4; Defence Planning Committee, Ministerial Sessions, Brussels, June 11, December 2; Nuclear Planning Group, Venice, June 8-9, Ottawa, October 29-30; Committee on Challenges of Modern Society, Brussels, April 13-14, October 19-20.

Organization of American States, First General Assembly, Washington, June 25 -- July 5.

Organization for Economic Co-operation and Development, Energy Committee Meeting, Paris, January 12-14; Materials Research Advisory Group, Paris, January 14-16; Meeting on Integrated Water Resources, Paris, January 22; Air Pollution from Fuel Combustion, Paris, May 11-14; Energy and Oil Committee Meetings, Paris, May 26-29; Mass Transport of Air Pollutants, Paris, October 15-16; Panel Meeting, Paris, October 22-23.

Panamerican Congress of Veterinary Medicine and Zootechnics (6th), Santiago, September 25 -- October 1.

Permanent Joint Board on Defence, Victoria, June 22-26.

Radioglaciological Conference, Copenhagen, May 16-23.

Seabed Convocation, Valletta (Malta), June 28 -- July 3.

Symposium on Coastal Geodesy, Munich, July 20-24.

World Congress of Sociology (7th), Varna (Bulgaria), September 14-19.

World Congress of the World Association of World Federalists, Ottawa, August 24.

World Energy Conference, Rio de Janeiro, May 9-18; Bucharest, September 7-11.

World Highway Conference (6th), Montreal, October 4-10.

World Meteorological Organization, Geneva, September 28 -- October 10.



## APPENDIX VII

### INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1970

#### 1. Bilateral Agreements

##### Cameroun

Agreement on Economic and Technical Co-operation between the Government of Canada and the Government of the Federal Republic of Cameroun. Signed at Toronto September 15, 1970. Provisionally in force as of September 15, 1970.

##### Ceylon

Exchange of Notes between the Government of Canada and the Government of Ceylon concerning the Co-operation of the two Governments in the development of Ceylon. Colombo August 15, 1970. Entered into force August 15, 1970.

##### Denmark

Exchange of Notes between the Government of Canada and the Government of Denmark concerning an air-training program between Canada and Denmark. Copenhagen July 2 and 3, 1970. Entered into force July 3, 1970.

##### Hungary

Agreement between the Government of Canada and the Government of the Hungarian People's Republic relating to the settlement of financial matters. Signed at Budapest June 1, 1970. Entered into force June 1, 1970.

##### Italy

Agreement between the Government of Canada and the Government of the Republic of Italy relating to the Canada Pension Plan. Signed at Ottawa May 29, 1970. Entered into force May 29, 1970. To be effective from January 1, 1969.

Film Co-Production Agreement between the Government of Canada and the Government of Italy, with Protocol of Agreement. Signed at Ottawa June 16, 1970. Provisionally in force June 16, 1970.

##### Jamaica

Agreement between the Government of Canada and the Government of Jamaica on scheduled air services. Signed at Kingston (Jamaica) November 4, 1970. Entered into force November 4, 1970.

## New Zealand

Protocol amending the Trade Agreement between Canada and New Zealand signed at Ottawa and Wellington April 23, 1932, as amended. (With Exchange of Letters.) Signed at Wellington May 13, 1970. Entered into force May 13, 1970.

## Peru

Agreement between the Government of Canada and the Government of Peru relating to the financing for the sale of wheat by Canada. Signed at Ottawa May 7, 1970. Entered into force May 7, 1970.

## Trinidad and Tobago

Agreement between the Government of Canada and the Government of Trinidad and Tobago on commercial scheduled air services. (With Exchange of Notes.) Signed at Port-of-Spain August 11, 1970. Entered into force provisionally August 11, 1970.

## Uganda

Agreement between the Government of Canada and the Government of the Republic of Uganda for the training in Canada of personnel of the Armed Forces of the Republic of Uganda. Signed at Kampala March 10, 1970. Entered into force March 10, 1970. To be effective from August 15, 1969.

## Union of Soviet Socialist Republics

Protocol to further extend certain provisions of the Trade Agreement between Canada and the Union of Soviet Socialist Republics signed at Ottawa on February 29, 1956. Signed at Ottawa March 1, 1970. Entered into force March 1, 1970. To be effective from April 18, 1969.

## United Kingdom

Exchange of Notes between the Government of Canada and the Government of the United Kingdom amending the Agreement of September 11, 1964, concerning the status of Canadian forces in Bermuda. London January 8, 1970. Entered into force January 8, 1970.

## United Nations

Exchange of Notes between the Government of Canada and the United Nations concerning third party claims arising out of acts committed by members of the Canadian contingent with the United Nations Force in Cyprus. United Nations March 25, 1970. Entered into force March 25, 1970. Deemed to be effective from March 13, 1964.

## United States of America

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning participation by New Brunswick

## United States of America (cont'd)

and Quebec in the Northeastern Interstate Forest Fire Protection Compact. Washington January 29, 1970. Entered into force January 29, 1970.

Agreement between the Government of Canada and the Government of the United States of America on reciprocal fishing privileges in certain areas off their coasts. Signed at Ottawa April 24, 1970. Entered into force April 24, 1970.

Exchange of Notes between the Government of Canada and the Government of the United States of America extending the terms of the Agreement on Air Defence and Related Co-operation signed June 12, 1961. Washington June 25, 1970. Entered into force June 25, 1970.

Exchange of Notes between the Government of Canada and the Government of the United States of America amending the Agreement of May 5, 1961, governing the operation of pilotage on the Great Lakes and the St. Lawrence Seaway west of St. Regis. (With a Memorandum of Understanding.) Washington July 6, 1970. Entered into force July 7, 1970.

Exchange of Notes between the Government of Canada and the Government of the United States of America to amend the Exchange of Notes of July 6, 1970, governing the Operation of Pilotage in the Great Lakes and the St. Lawrence Seaway west of St. Regis. (With a Memorandum of Understanding.) Washington August 11, 1970. Entered into force August 11, 1970.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning joint participation in an Augmentor Wing Flight Test Project. Ottawa October 19 and November 10, 1970. Entered into force November 10, 1970.

## Venezuela

Exchange of Notes between the Government of Canada and the Government of Venezuela extending for one year the commercial *modus vivendi* between the two countries effected by an exchange of notes dated October 11, 1950. Caracas October 23, 1970. Entered into force October 23, 1970.

## 2. Multilateral Agreements

International Convention on Load Lines. Done at London April 5, 1966. Canadian Instrument of Acceptance deposited January 14, 1970.

Agreement establishing the Caribbean Development Bank. Done at Kingston (Jamaica) October 18, 1969. Canadian Instrument of Ratification deposited January 22, 1970. Entered into force January 26, 1970.

Convention on Offences and Certain Other Acts Committed on Board Aircraft. Done at Tokyo, September 14, 1963. Canadian Instrument of Ratification deposited November 1, 1969. Entered into force for Canada February 5, 1970.



Convention on the Continental Shelf. Done at Geneva April 29, 1958. Canadian Instrument of Ratification deposited February 6, 1970. Entered into force for Canada March 8, 1970.

Arrangement concerning certain dairy products (skim milk powder). Done at Geneva January 12, 1970. Signed by Canada February 11, 1970. Entered into force May 14, 1970.

Treaty on the Non-Proliferation of Nuclear Weapons. Done at London, Moscow and Washington July 1, 1968. Canadian Instrument of Ratification deposited at London, Moscow and Washington January 8, 1969. Entered into force March 5, 1970.

Convention respecting the Agency for Cultural and Technical Co-operation (with Appendix). Done at Niamey March 20, 1970. Signed by Canada March 20, 1970. Canadian Instrument of Ratification deposited October 7, 1970.

Convention establishing the World Intellectual Property Organization (WIPO). Done at Stockholm July 14, 1967. Canadian Instrument of Accession deposited March 26, 1970. Entered into force for Canada June 26, 1970.

Stockholm Act, 1967, of the Berne Convention for the Protection of Intellectual Property. Done at Stockholm July 14, 1967. Canadian Instrument of Accession deposited March 26, 1970. Entered into force for Canada July 7, 1970.

Stockholm Act, 1967, of the Paris Convention for the Protection of Industrial Property. Done at Stockholm July 14, 1967. Canadian Instrument of Accession deposited March 26, 1970. Entered into force for Canada July 7, 1970.

Canada's Declaration of Acceptance of the Optional Clause Recognizing the Jurisdiction of the Permanent Court of International Justice. Entered into force July 28, 1930. Terminated April 7, 1970.

Canadian Acceptance as Compulsory of the Jurisdiction of the International Court of Justice. Signed by Canada April 7, 1970. Entered into force April 7, 1970.

Agreement to amend the Agreement between Canada, the United Kingdom of Great Britain and Northern Ireland and the Federal Republic of Germany concerning the Conduct of Manoeuvres and other Training Exercises in the Soltau-Luneburg Area. Done at Bonn May 12, 1970. Signed by Canada May 12, 1970.

Protocol to amend the Agreement on North Atlantic Ocean Stations signed at Paris on February 25, 1954 (Netherlands). Done at London May 13, 1970. Signed by Canada May 13, 1970.

Patent Co-operation Treaty. Done at Washington June 19, 1970. Signed by Canada June 19, 1970.

North Atlantic Treaty Organization Agreement on the Communication of Technical Information for Defence Purposes. Done at Brussels July 7, 1970. Signed by Canada July 7, 1970. Ratified by Canada October 20, 1970.

Protocol amending Article 14(2) of the Convention for the International Council for the Exploration of the Sea. Done at Copenhagen August 17, 1970. Signed by Canada August 17, 1970.

Protocol extending the Arrangements regarding International Trade in Cotton Textiles from October 1, 1970, to September 30, 1973. Done at Geneva June 15, 1970. Signed by Canada October 8, 1970.

Vienna Convention on the Law of Treaties. Done at Vienna May 23, 1969. Canadian Instrument of Accession deposited October 14, 1970.

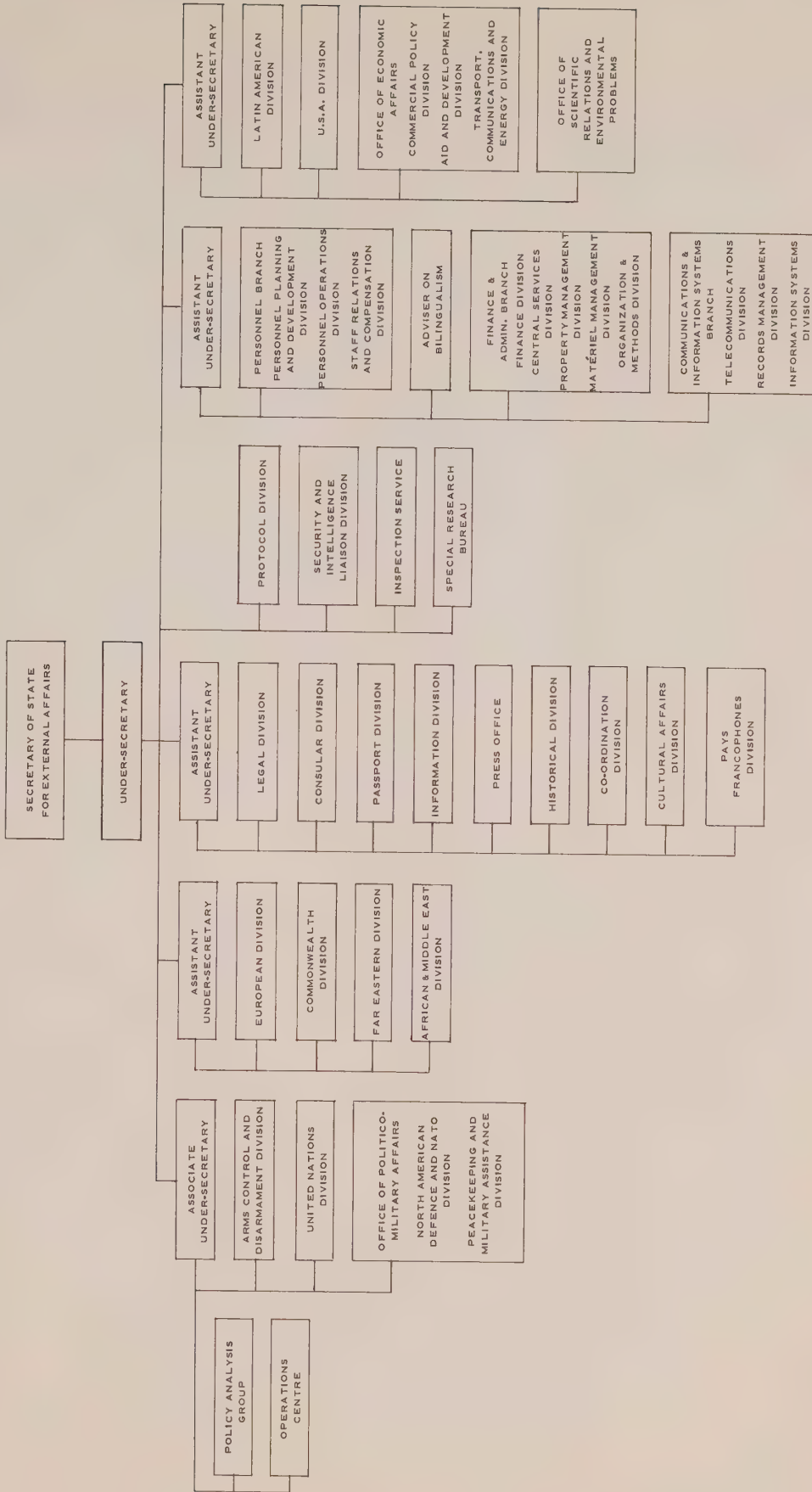
International Convention on the Elimination of all Forms of Racial Discrimination. Done at New York March 7, 1966. Canadian Instrument of Ratification deposited October 14, 1970. Entered into force for Canada November 13, 1970.

Convention on the International Hydrographic Organization. Done at Monaco May 3, 1967. Signed by Canada May 3, 1967. Canadian Instrument of Ratification deposited August 26, 1968. Entered into force September 22, 1970.

Convention for the Suppression of Unlawful Seizure of Aircraft. Done at The Hague, December 16, 1970. Signed by Canada December 16, 1970.

# DEPARTMENT OF EXTERNAL AFFAIRS

## APPENDIX VIII

















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1971

ANNUAL REPORT

DEPARTMENT OF

EXTERNAL

AFFAIRS









*Report of the Department of*

*EXTERNAL AFFAIRS*

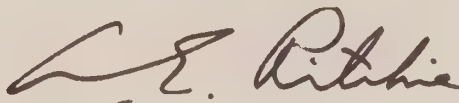
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The Honourable Mitchell Sharp,  
Secretary of State for External Affairs

I have the honour to submit the annual report of the Department of External Affairs. In accordance with the provisions of the Department of External Affairs Act, it covers the activities of the Department during the calendar year 1971.

A handwritten signature in dark ink, appearing to read "L. E. Ritchie". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Under-Secretary of State  
for External Affairs

Ottawa, May 1972

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## REORGANIZATION OF THE DEPARTMENTAL ADMINISTRATION

The challenges of today and tomorrow call for a strong and highly flexible Department of External Affairs. In order to respond better to this need, the Department undertook during 1971 a major reorganization of its headquarters designed to encourage the closest possible relation between the discharge of operational responsibilities and the continual development of the policy framework in which operations must be conducted.

The outstanding feature of the new organization is the regrouping of most of its branches into bureaux whose responsibilities are either of a regional, functional or administrative nature.

The Under-Secretary has delegated to the directors general of the *regional* bureaux responsibility for managing the activities in their respective regions of the world; this includes the development of "country programs", the planning and control of resources, and the policy orientation to be given to missions. They also participate in the policy-development process as it applies to their particular areas of responsibility. It is through the development of this planning system that the Government will be able to ensure that the conduct of its relations with other nations and the activities it carries out abroad are related to its general policy objectives.

The *functional* bureaux answer several needs, the most important being consultation with other departments in order to co-ordinate and harmonize domestic interests, such as trade, agriculture, labour, science, etc., as they may be reflected internationally. Generally, therefore, they are responsible for a continuous examination of international relations in these functional areas. They develop and maintain a co-ordinated approach to matters of primary concern to other departments and agencies of the Government. The functional bureaux are the following: Economic and Scientific Affairs; Defence and Arms Control Affairs; Legal and Consular Affairs; United Nations Affairs; Public Affairs; and Co-ordination.

The *administrative* or support bureaux run the machinery for the widely-dispersed operations of the Department and, in consultation with the regional bureaux, administer its resources. They are: Personnel; Communications and Information Systems; and Finance and Administration.

The Department's structures depend on a continuing dialogue between the regional and functional bureaux. Each regional bureau, as the centre for managing country plans and programs, sees to it that the functional interests are satisfactorily reflected in operations abroad. Similarly, functional bureaux respect the interests of the regional bureaux in carrying out their own assignments. The two perspectives are complementary and together generate a sensitive and penetrating approach to the complexities of the Department's operations.

The Under-Secretary and the Associate Under-Secretary between them carry general responsibility for departmental policy and operations. With the Assistant Under-Secretaries, they form a team with responsibility for the main areas of foreign policy.

In order to permit top management to be free to focus on questions of policy formulation and direction, responsibility for departmental operations has been delegated to the directors general of bureaux. In this way, personnel resources can be used to maximum effectiveness and, despite the rapidly-evolving background of events, management will be provided with the types of information and policy option the Government needs in order to take advantage of new opportunities. The most striking characteristics of this new structure, therefore, are decentralization and the notion of country planning and management.

Decentralization has enabled the senior echelons of the administration to concern themselves with policy without losing sight of related operations. The Assistant Under-Secretaries now have more freedom to take up specific problems with foreign governments, to undertake special assignments in areas of the world of particular current concern to them, to maintain close contacts with other departments involved in Canada's foreign operations and to attend conferences both in Canada and abroad. They are also available to head special teams or task forces on international subjects of exceptional importance and urgency.

Experience since the new organization was adopted indicates that the structures described above are well-designed for shaping foreign policy and conducting the foreign operations of the Government in the years to come.



REGIONAL BUREAUX

## Africa and the Middle East

The *Bureau of African and Middle Eastern Affairs* comprises the *African Affairs I*, *African Affairs II* and *Middle Eastern Affairs Divisions*.

## African Affairs (I) Division

The strengthening of Canada's relations with the countries of English-speaking Africa was actively pursued in 1971. Canada maintains diplomatic relations with 15 countries in this region, having resident missions in six capitals. Of the countries concerned, five have resident missions in Ottawa.

The problems of southern Africa -- *apartheid*, Namibia (South West Africa), Rhodesia and the Portuguese territories continued to be of great concern to the Canadian Government. Close attention was paid to such events and questions as the International Court of Justice decision on Namibia, Black African dialogue with South Africa, and Britain's renewed negotiations with Rhodesia.

Canadian policy toward southern Africa continues to follow the guidelines laid down in the 1970 policy review, entitled *Foreign Policy for Canadians*, which concluded that Canada's interests would best be served by maintaining a balance between social justice and economic growth. While Canada will continue to trade in peaceful goods with South Africa, as indeed with all countries and territories regardless of political considerations (save, of course, Rhodesia, since Canada supports the 1968 United Nations Security Council sanctions against that country), it will no longer allow the export of arms, military equipment, spare parts or ammunition for use by South African military or para-military forces. The Government has also decided to increase economic assistance to Black Africa, especially to those states bordering on areas dominated by white minorities in order to help them develop their own institutions and resources. The Government remains a firm supporter of the United Nations Educational and Training Program for Southern Africa. As a further demonstration of its continuing support for the cause of freedom and equality in Southern Africa, the Government will shortly open a diplomatic mission in Lusaka, Zambia.

Canada's position on Southern African questions at the United Nations has reflected these policies. Canada has supported sanctions against Rhodesia, as well as the principle of "no independence before majority rule" (NIBMAR). It has for several years applied an arms embargo to sales of military equipment to the Portuguese territories, and it gives no military assistance to Portugal under North Atlantic Treaty Organization mutual aid. Canada has joined in the condemnation of *apartheid*, supported the voluntary Security Council arms embargo against South Africa, voted in favour of the termination of South Africa's mandate over Namibia and, in pursuance of Security Council Resolution 283 (1970), informed South Africa that it regards its continued administration of the territory as illegal.

The decision of Prime Minister Heath's Government to renew British arms sales to South Africa was a major issue at the Commonwealth Heads of Government Conference at Singapore in January. Prime Minister Trudeau had earlier made known to Prime Minister Heath his concern about the effect these arms would have on the Commonwealth's future and played a leading role in working out an accommodation on this issue. He urged that the immediate issue be placed in the larger perspective of the long-term future of Africa. As a result of the deliberations, an eight-nation study group was to be established to investigate the question of arms sales. However, Britain's decision in February to sell *Wasp* helicopters to South Africa dealt this plan a fatal blow.

In East and West Africa, Canada's principal interest lies in the sphere of aid and development. In the English-speaking countries of West Africa, Canadian assistance is concentrated primarily in Nigeria and Ghana. Of special interest since the return of peace in Nigeria has been the role Canadian aid has played in the process of reconciliation and reconstruction. Because of the growing importance of trade with Liberia, the Canadian Ambassador to Abidjan will shortly be accredited there. In East Africa, Canada has mounted substantial aid programs in the three countries that constitute the East African Community -- Tanzania, Uganda and Kenya.

In March the Secretary of State for External Affairs, the Honourable Mitchell Sharp, made a tour of sub-Saharan Africa, the first ever undertaken by a Canadian foreign minister. Visiting Ivory Coast, Nigeria, Congo (Kinshasa)<sup>(1)</sup>, Tanzania and Zambia, he had an opportunity to see at first hand projects being carried out under Canadian development-aid programs and to talk to a number of distinguished African leaders about problems of common interests.

On September 30, a strong delegation from the Organization of African Unity, headed by President Moktar Ould Daddah of Mauritania, visited Ottawa in the course of a tour of NATO and Nordic countries undertaken to gain support for the position of the OAU on Southern African questions. The delegation, having previously had conversations with the Secretary of State for External Affairs in New York, consulted with Prime Minister Trudeau and met the Governor General. During the course of these talks, Canada's rejection of colonialism and racism was reaffirmed and the delegation expressed its appreciation for Canada's stand on these issues.

#### African Affairs (II) Division

The year 1971 has seen the continued intensification and diversification of relations between Canada and *francophone* Africa, so that Canadian activity in that part of the world has never before been as intense. The Honourable Mitchell Sharp was able to note this for himself when he became the first Secretary of State for External Affairs to visit Africa south of the Sahara.

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(1) Now Zaire.

Two *francophone* African countries opened embassies in Ottawa during the past year. Their Excellencies Aristide Issembe of Gabon and Djamel Houhou of Algeria became the first ambassadors of their respective countries resident in Canada. Canada opened an embassy in Algiers during the summer, and in November Mr. Christian Hardy became the first resident Canadian ambassador.

The Second General Conference of the Agency for Cultural and Technical Co-operation was held in Canada last October, and was attended by a large number of African delegations led by ministers. From May 27 to 29, His Excellency Abdou Diouf, Prime Minister of Senegal, came to Ottawa on his first official visit abroad. Then, from June 24 to July 3, His Excellency Diori Hamani, President of Niger, visited Ottawa and four of the provinces -- Saskatchewan, Alberta, British Columbia and Quebec.

Mention should be made of the visit on September 30 of the President of Mauritania, His Excellency Moktar Ould Daddah, as leader of a delegation from the Organization of African Unity. The President was accompanied by the Foreign Affairs Ministers of Cameroon, Mali and Mauritania, Their Excellencies Jean Keutcha, Charles Cissoko and Hamdi Ould Mouknass, respectively.

The Canadian program of aid to French-speaking Africa has continued to grow. Among the notable achievements may be mentioned the inauguration of the Akonolinga Bridge in Cameroon -- an important step in the economic development of that country -- and a high-tension line in Tunisia built by Canada between Korba and Tunis, which was inaugurated on the occasion of the third meeting of the Canada-Tunisia Joint Committee in Tunis from September 20 to 28. Canada is also playing a large part in a project now nearing completion that will enable Ghana to export electricity to Togo and Dahomey from its power-plant at Akosombo.

In 1971, Canada also participated in a number of international conferences bringing together *francophone* African countries. Mention has already been made of the Agency for Cultural and Technical Co-operation, the chairman of which was Canada's Secretary of State, Mr. Gérard Pelletier. The Secretary-General of the Agency is a Canadian, Mr. Jean-Marc Léger. The General Assembly of the International Association of French-speaking Parliamentarians (IAFP) also met in Canada (Montreal, Ottawa and Quebec City) from September 15 to 21. Its host was Mr. Lucien Lamoureux, Speaker of the House of Commons and President of the Canadian Section of the IAFP. Canada was also represented at several conferences of nations wholly or partially French-speaking -- of national education ministers in Bangui (Central African Republic) in January and in Paris in May; of civil service ministers in Lome (Togo) in January; and of ministers of youth and sport in Dakar (Senegal) in June -- as well as at the Sixth Congress of the International Institute of French-speaking Jurists at Bujumbura (Burundi).

During 1971, Canada sent observers to various assemblies and meetings of the African Development Bank (ADB). The President of the Canadian International Development Agency, Mr. Paul Gérin-Lajoie, led the first Canadian delegation to the annual assembly of the ADB in Kampala (Uganda) in July.

French-speaking Africa thus continued to occupy an important place in the activities of the Department in 1971, and the Canadian presence there was



asserted more vigorously than ever. The manner in which this presence is sought after, and the welcome given it, combined with the objectives clearly set out by the Canadian Government, can serve only to promote the development of Canada's relations with the countries of that region.

#### Middle Eastern Division

✓ The responsibilities of this Division involve the strengthening of Canada's relations with the Middle Eastern area, including Iran, Israel, the Arab states, Libya, Sudan and the Arabian Peninsula. Canada maintains diplomatic relations with nine countries in this area, and has resident missions in four capitals. Egypt, Iran, Israel and Lebanon have resident missions in Ottawa, while five other countries have diplomatic missions resident in Washington accredited to Canada.

Peace in the Middle East continued to be a preoccupation of the Canadian Government in 1971. The Canadian Government continued to express to the parties involved in the conflict the hope that a peaceful and acceptable settlement to the Arab-Israeli dispute could be achieved through the implementation of Security Council Resolution 242 of November 1967. Canada also maintained its support for the mission of Ambassador Jarring, the special representative of the United Nations Secretary-General, to help promote a settlement. It continued to support the relief work of the UN Relief and Works Agency for Palestinian Refugees (UNRWA) and in 1971 the Canadian contribution to this organization amounted to \$1,350,000 in both cash and food commodities.

Relations between Canada and Iran have been expanding steadily. Prime Minister Trudeau made a brief stop-over in Tehran in January during his Asian tour. In June, the Empress of Iran visited Canada as a prelude to the celebrations in Canada of the twenty-five hundredth anniversary of the founding of the Persian Empire. Her Imperial Majesty visited both Ottawa and Montreal, where she officiated at the special ceremonies of the Iranian pavilion at "Terre des Hommes."

In October, Governor-General and Mrs. Michener joined heads of state and other dignitaries for the magnificent celebrations at Persepolis. While in Iran, the Governor-General presented two fully-equipped ambulances to Iran as a gift from the Government and people of Canada, signifying the friendly and expanding relations between the two countries.

As a result of a Canada-Israel civil air agreement signed in 1970, regular air-service between Canada and Israel was inaugurated in April 1971. A similar agreement is now under negotiation with Lebanon.

Three Persian Gulf states -- Bahrein, Oman and Qatar -- became members of the United Nations during the twenty-sixth General Assembly session, and Canada welcomed their entrance into the world body.

## Asia and the Pacific

Within the Department, the *Bureau of Asian and Pacific Affairs* is entrusted with the co-ordination and management of Canada's relations with Asian and Pacific states. Following the reorganization of the Department early in 1971, this Bureau took over responsibility for Commonwealth countries in the region. The new Bureau has now three divisions, responsible for East Asia, the Pacific and South Asia. In addition, a separate entity, the India-Pakistan Interdepartmental Task Force, was created within the South Asia Division to deal with the crisis in East Pakistan and the refugee problem in India.

The *East Asia Division* is responsible for relations with China, Hong Kong, Laos, Cambodia, Viet-Nam, Burma and Thailand. In that area, Canada maintains embassies in Peking and Bangkok, non-resident accreditation to Burma from Kuala Lumpur, and a Commission in Hong Kong; the Canadian Delegation to the International Commissioner for Supervision and Control in Viet-Nam, resident in Saigon, maintains liaison offices in Vientiane (to the Laos International Control Commission) and in Hanoi. The major event during the year for this Division was the exchange of ambassadors with the People's Republic of China and the subsequent development of bilateral relations.

The area of responsibility of the *Pacific Division* includes Japan, Korea, Australia, New Zealand, Oceania (Fiji, Tonga and Western Samoa), Antarctica, Malaysia, Singapore, the Philippines and Indonesia. Canada maintains embassies in Tokyo and Djakarta, high commissions in Canberra, Wellington, Kuala Lumpur and Singapore, a consulate general in Manila, and non-resident accreditation to the Republic of Korea from Tokyo, to Fiji from Canberra and to Tonga and Western Samoa from Wellington. During 1971 there were significant developments in bilateral relations with most of these countries along lines envisaged in *Foreign Policy for Canadians*. There was a particularly notable increase in contacts between Canada and its Pacific neighbours -- involving ministers and senior officials, headed by Prime Minister Trudeau -- and also increased private travel by Canadians.

The *South Asia Division* is concerned with Canada's relations with India, Pakistan, Afghanistan, Ceylon, Nepal, Sikkim, Bhutan and the Maldives Islands. Canada maintains high commissions in New Delhi, Islamabad and Colombo, and non-resident accreditation to Afghanistan from Islamabad and to Nepal from New Delhi. The Division's main concern throughout the year resulted from the outbreak of civil strife in East Pakistan late in March and the consequent flow of East Pakistanis into India, the uprooting of millions more within East Pakistan and, finally, war between India and Pakistan.

### East Asia Division

#### China

The Secretary of State for External Affairs noted on October 13, 1970, that the establishment of diplomatic relations between Canada and China

"opened a new and important channel of communication", and 1971 was a year in which Sino-Canadian relations expanded and developed in many spheres.

The Canadian Embassy in Peking began operating officially in January and the Chinese mission in Ottawa was opened in February. On April 13 the exchange of ambassadors was announced: R.E. Collins, Assistant Under-Secretary of State for External Affairs, to be Canadian Ambassador to China, and Huang Hua, a senior Chinese diplomat, to be China's Ambassador to Canada. Mr. Collins presented his credentials in Peking on June 10 to Tung Pi-wu, Vice-Chairman of the People's Republic of China, and Mr. Huang Hua presented his credentials to the Acting Governor General on July 27.

Canada's first official visitor to China, after the establishment of relations and the exchange of ambassadors, was the Minister of Industry, Trade and Commerce, Mr. Pepin, who arrived in Peking with a high-level delegation of representatives of the Canadian Government and of the Canadian business community. This first Canadian mission to China (June 28 to July 4), though principally intended as a trade mission, nevertheless had considerable political significance and represented a major positive development in Sino-Canadian relations. The delegation met both Premier Chou En-lai and Vice Premier Li Hsien-Nien, as well as the Minister of Foreign Trade, Pai Hsiang-kuo. During the visit, Premier Chou En-lai stated that the Chinese Government would welcome a visit from Prime Minister Trudeau at a mutually convenient time.

In the communiqué issued at the end of this visit, China agreed that it "would continue to consider Canada first as a source of wheat as import needs arose". The Chinese authorities indicated to Mr. Pepin that additional purchases of wheat would be made before the end of this year; on September 14, China agreed to a purchase of 500,000 long tons of Canadian wheat and, on December 18, to a further purchase of three million long tons. China's Minister of Foreign Trade accepted an invitation from Mr. Pepin to visit Canada in the near future (probably some time in 1972) and it was agreed that each country should hold a trade exhibition in the other in 1972. Agreement was also reached on periodic consultations between the two countries on the development of trade and economic relations, and the Chinese indicated that they would like such consultations to be held annually. The communiqué noted that both countries recognized "that the further strengthening of trade and economic relations is an essential part of the development of Sino-Canadian relations as a whole". It concluded that the visit had "made positive contributions to the promotion of friendship between the peoples of China and Canada and the development of trade relations between the two countries".

The Leader of the Opposition, Mr. Stanfield, visited China at the end of July at the invitation of the Chinese Institute of Foreign Affairs and met with Kuo Mo-jo, Vice-Chairman of the Standing Committee of the National People's Congress, and Chi P'eng-fei, the Acting Foreign Minister.

The first annual bilateral trade consultations were held in Peking in December, and involved Canadian Government officials from Ottawa and members of the Canadian Embassy.



Various aspects of Canada's future bilateral relations with China, including possible civil air, consular and commercial agreements, as well as cultural and educational exchanges, have been studied and some discussions have taken place. Further talks with the Chinese authorities on these and other matters are planned for the near future, and there is reason to assume that Sino-Canadian bilateral relations will continue to progress and develop.

Canada's position on Chinese representation in the United Nations developed in accordance with the logic of the state of its bilateral relations with China. As the Secretary of State for External Affairs stated in a speech to the United Nations General Assembly on September 29: "The Canadian position is clear; the government that has responsibility for the overwhelming majority of the Chinese people must now take its proper place here -- the Government of the People's Republic of China". On October 25, the General Assembly adopted, by a vote of 76 to 35, with 17 abstentions, a resolution that resulted in the seating of the People's Republic of China in the United Nations and the consequent departure of the representatives from Taipeh. Canada was among the countries that supported this resolution.

### Indochina

*Cambodia* - Hostilities related to the conflict in South Viet-Nam continued to involve much of Cambodia during 1971. Following the failure of several international initiatives in 1970, there were no further efforts in 1971 to promote the reactivation of the International Commission for Supervision and Control in Cambodia. (The Commission was adjourned *sine die* on December 31, 1969, in response to a request from the Government of Prince Sihanouk.)

*Laos* - Following the announcement of the South Vietnamese incursion into Laos on February 8, 1971, the Royal Laotian Government issued a communiqué deploring the fact that Laotian territory had been chosen as a battlefield between South Vietnamese and North Vietnamese forces and recognizing that this development was related to the unauthorized use that North Vietnamese forces had made for many years of that area of Laos known as the Ho Chi Minh Trail. The same day, the Secretary of State for External Affairs informed the House of Commons that he was instructing the Canadian Commissioner on the International Commission for Supervision and Control in Laos to request an urgent meeting of the Commission to discuss the situation in southern Laos and to take appropriate action to initiate an investigation of outstanding complaints of violations of the neutrality of Laos by whatever foreign forces. The Canadian Government decided to initiate this action, as required by the 1962 Protocol to the Declaration on the Neutrality of Laos, despite past failures to persuade the other members of the International Commission in Laos to undertake investigations of previous complaints of the presence and activities of foreign troops in Laos. Unfortunately, Canada failed again to persuade the Commission to follow the course of action provided under the 1962 Protocol.

*Viet-Nam* - Despite a continued diminution in the fighting in South Viet-Nam, there was no perceptible progress during 1971, either at the Paris peace talks or elsewhere, towards a negotiated settlement of the conflict which has spread to all of Indochina. There were no opportunities for the

International Control Commission to intervene in the search for a settlement, and it was almost totally inactive throughout the year. Canada nevertheless maintained its presence in Viet-Nam to keep open its contacts with the governments in both Saigon and Hanoi and to maintain a capacity to assist, as the opportunity might arise, in the achievement and implementation of a realistic settlement acceptable to all the parties directly involved.

## Pacific Division

### Japan

Japan is for Canada a nation of first importance in the Pacific region, a fact reflected not only in the continuous flow of visitors between the two countries but in the close and increasingly frequent consultations on a wide variety of subjects which are carried on through normal diplomatic channels. The governments of both countries have publicly expressed the importance they attach to these contacts, not only on matters of direct bilateral concern but on all matters of common interest.

Bilateral relations between Canada and Japan continued to develop during 1971 and two-way trade for the year is expected to exceed \$1.5 billion. Direct Japanese investment in Canadian resource industry continued to grow, while the Japanese program of capital and trade liberalization accelerated somewhat.

The Leader of the Government in the Senate, the Honourable Paul Martin, visited Japan briefly at the end of June and had talks with Foreign Minister Aichi. The Leader of the Opposition, the Honourable Robert Stanfield, accompanied by his wife, visited Japan in July and met with Prime Minister Sato and other Japanese Cabinet Ministers, officials and business leaders. In September, the Minister of Energy, Mines and Resources, the Honourable J.J. Greene, led the Canadian delegation to the Canada/Japan Energy Conference.

In June, an important economic mission, including many of Japan's leading industrialists and led by Chujiro Fujino, President of Mitsubishi Corporation, visited Canada. The mission held talks with Canadian industrial leaders and met several Canadian Cabinet Ministers, including the Prime Minister. In addition, they held talks on bilateral economic relations with senior Canadian officials.

A Japanese parliamentary delegation led by the Speaker of the House of Representatives, the Honourable Naka Funada, visited Canada in August at the invitation of the Speakers of the Canadian Parliament.

The sixth Japan/Canada Ministerial Meeting took place in Toronto on September 13 and 14. The Japanese delegation was led by the Minister of Foreign Affairs, the Honourable Takeo Fukuda, and included the Japanese Ministers of Finance, International Trade and Industry, Agriculture and Forestry, and Economic Planning. The Canadian delegation was led by the Secretary of State for External Affairs, the Honourable Mitchell Sharp, and included the Ministers of Finance, Industry, Trade and Commerce, Energy, Mines and Resources, Agriculture, and Consumer and Corporate Affairs. The talks took place at a very critical time for both Canada and Japan, following very

closely on the United States announcement of its new economic policy, and provided the opportunity for a particularly valuable exchange of views on matters of concern to the two countries.

### Korea

Two-way trade between Canada and the Republic of Korea continued to grow rapidly, and was expected to exceed \$35 million during 1971. In addition, a substantial number of Korean immigrants (approximately 456 during the period January-June) continued to arrive in Canada.

On July 1, the Honourable Paul Martin represented Canada at the inauguration of President Park Chung Hee to his third term of office.

### Australia

Relations with Australia continued to be close and co-operative, based as they are on related histories, a similarity of political and social institutions (including membership in the Commonwealth), and an identity of outlook and aspirations on many international issues. During 1971, there were a number of visits by federal Ministers and senior officials to and from Australia and frequent discussions on matters of mutual concern such as trade and tariffs, mineral development, nuclear energy, investment and aid to developing countries.

Canadian Ministers visiting Australia were the Honourable Jean Chrétien, Minister of Indian Affairs and Northern Development, from April 2 to 10, and the Honourable J.J. Greene, Minister of Energy, Mines and Resources, from April 28 to May 7. Mr. Chrétien's visit has prompted comprehensive exchanges on territorial development problems and the reciprocal visits of Mr. Greene and his Australian counterpart, the Honourable R.W.C. Swartz, the Minister of National Development, have brought into focus the mutuality of the two countries' interests in mineral development.

Visitors from Australia included the Honourable P.J. Nixon, Minister of the Interior; Mr. Swartz; the Honourable J.A. Forbes, Minister of Immigration; the South Australia State Minister for Roads, the Honourable G.T. Virgo; the New South Wales Minister for Governmental Control, the Honourable J. Beale; and some eight or nine visits of senior federal and state officials.

### New Zealand

In addition to the normal exchanges through the respective missions in Wellington and in Ottawa, New Zealand and Canadian Ministers and officials availed themselves during 1971 of the opportunity for exchanges of views at the United Nations, at the Commonwealth Heads of Government Conference and in other international forums.

During 1971, there were special visits of Ministers and officials to both countries. In March, the Honourable Jean Chrétien, Minister of Indian Affairs and Northern Development, visited New Zealand and there was a useful



exchange of views on matters of mutual interest on both the ministerial level and the official level. Late in November, the Honourable D.J. Carter, New Zealand Minister of Agriculture, visited Canada for discussions with the Canadian Minister of Agriculture, the Honourable H.A. Olson, and the Minister of Industry, Trade and Commerce, the Honourable Jean-Luc Pepin. From May 31 to June 2, the first Canada/New Zealand Consultative Committee meeting was held in Ottawa. The Committee was established on the occasion of Prime Minister Trudeau's visit to New Zealand in May 1970. At this meeting, which was on the official level, the main topics of discussion were current economic trends and problems in Canada and New Zealand; the proposed British entry to the European Economic Community (EEC), bilateral and multilateral trade matters; and tentative proposals for exchanges of personnel in areas of common interest. The success of this first consultative meeting was indicative of the desire in Canada and New Zealand to strengthen mutual ties through free discussion of common problems.

## Fiji

Fiji became independent on October 10, 1970, and in July 1971 Prime Minister Ratu Sir Kamisese Mara and his wife paid an official visit to Canada at the invitation of Prime Minister Trudeau. In addition to his meetings with Mr. Trudeau, Ratu Sir Kamisese had talks with the Secretary of State for External Affairs and the Minister of Industry, Trade and Commerce, and also met officials of the Canadian International Development Agency to explore possible areas of Canadian aid to Fiji. After leaving Ottawa, Ratu Mara spent four days in British Columbia at the invitation of the provincial government.

Canada is providing assistance to the University of the South Pacific in Suva, aid under the Commonwealth Plan for Technical Co-operation, a five-year book program, and indirect assistance through contributions to the Asian Development Bank and the International Bank for Reconstruction and Development.

## Western Samoa and Tonga

In August, as part of the increased Canadian interest in the South Pacific, the Government accredited the Canadian High Commissioner in New Zealand, Mr. J.A. Dougan, as non-resident High Commissioner to Western Samoa. He was similarly accredited to Tonga in October. The appointment of a non-resident High Commissioner to these two countries will facilitate Canadian participation in the economic development of the small countries of the South Pacific.

## Indonesia

The largest country in Southeast Asia and fifth in the world in both area and population, Indonesia is a focus of interest in the region. During the year, relations between Canada and Indonesia, which had long been cordial, developed substantially.

In January, following the Commonwealth Heads of Government Conference in Singapore, Prime Minister Trudeau paid an official three-day visit to Indonesia, during which he had discussions with President Soeharto and signed

a Memorandum of Understanding regarding the provision of a \$4-million commodity loan to Indonesia. Indonesia recently became an area of concentration for Canadian development assistance.

General Abdul Haris Nasution, Chairman of the Indonesian People's Consultative Congress and one of Indonesia's best-known citizens, and his wife, visited Canada in April as guests of the Speaker of the House of Commons. They travelled widely during their ten-day visit, and had an opportunity to meet a large number of Canadians.

### Malaysia

In September, Tun Abdul Razak, the Prime Minister of Malaysia, and his wife Ton Puan Raha paid an official visit to Canada. The visit followed the official visit of Prime Minister Trudeau to Malaysia in May 1970 and his visit to Sabah, one of the states of East Malaysia, in January at the time of the Commonwealth Heads of Government Conference. In Ottawa, Tun Razak met Prime Minister Trudeau, the Secretary of State for External Affairs and the Minister of Industry, Trade and Commerce. He also signed with the Prime Minister a \$46.5-million loan agreement, the uncommitted balance of a \$50-million offer for the development of hydro-electric power in Malaysia. Following his visit to Ottawa, Tun Razak paid an unofficial visit to British Columbia. In both Vancouver and Ottawa, the Malaysian Prime Minister met with a number of Canadian businessmen, many of whom had investment interests in Malaysia that reflected the growing relations between Canada and Malaysia, particularly in the economic sphere.

The Malaysian Minister of Finance, Tun Tan Siew Sin, visited Canada in May.

Malaysia has been designated a country of concentration for Canadian aid and also receives Canadian military-training assistance. The aid program is focused on technical assistance, particularly in forestry, power, transportation and regional planning. Trade between the two countries continued to expand during 1971, but the large bilateral trade surplus traditionally enjoyed by Malaysia decreased noticeably. Private Canadian investment in Malaysia is increasing and the signing of a bilateral investment insurance-agreement during the year will provide a vehicle for the expansion of Canada's economic relations with Malaysia.

### Philippines

Early in 1971, the first resident Philippines Ambassador to Canada, Mr. Privado G. Jimenez, opened a new embassy in Ottawa. Relations between Canada and the Philippines have centred primarily on trade, investment and immigration. The Philippines is one of Canada's most important markets in Southeast Asia. The Philippine Secretary of Finance, Mr. Cesar Virata, visited Canada in June.

## Singapore

Relations between Canada and Singapore continued to develop during 1971. A highlight was the holding of the Commonwealth Heads of Government Conference in Singapore in January, attended by Prime Minister Trudeau, who had previously visited Singapore during his Pacific tour in 1970. Relations between Canada and Singapore concern primarily matters of trade and development aid. A bilateral investment-insurance agreement concluded during the year will encourage the expansion of Canada's economic relations with Singapore. Singapore continued during 1971 to receive technical assistance from Canada as well as military-training assistance, particularly in the field of naval training.

## South Asia Division

### Pakistan

Canada's development assistance to Pakistan, which totalled \$359 million from 1951 to March 1971, was interrupted in 1971 by the serious disruption of the economy caused by the civil strife in East Pakistan. Commitments to continuing projects have been maintained, wherever possible, but since previously-established development priorities must now be re-established, no new development commitments have been concluded. Canada provided \$7 million in relief food aid for the population of East Pakistan and contributed \$500,000 to the United Nations East Pakistan Relief Operation. Further relief assistance was planned following a special mission to the subcontinent in late October and early November by the President of the Canadian International Development Agency.

Prime Minister Trudeau visited Islamabad on his way to the Commonwealth Heads of Government Conference in January. Since the beginning of the tragic events in East Pakistan, the Prime Minister had been in contact with President Yahya Khan on the main issues of the situation. Foreign Secretary Sultan Khan visited Ottawa in November and held discussions with the Prime Minister and the Secretary of State for External Affairs.

### India

The influx of Pakistani refugees into India placed a tremendous financial and social burden on the Indian Government. Canada, in concert with many other countries, has helped to deal with the humanitarian considerations involved. In addition to Canada's development-assistance program, which has provided a total of \$853 million from 1951 to March 1971, the Canadian Government pledged \$22 million for refugee relief in India. The Canadian public responded to the Combined Appeal for Pakistan Relief and other voluntary agencies by contributing over \$1.9 million. The provinces also directly contributed \$370,000.

In January 1971, Prime Minister Trudeau paid an official visit to India, and he has since maintained correspondence with Prime Minister Indira Gandhi concerning the serious tension between India and Pakistan resulting from the refugee influx and other matters of common interest. Justice Minister Turner



attended the Commonwealth Bar Association in New Delhi in January. The Indian Foreign Minister, Swaran Singh, made a special trip to Ottawa in June concerning the situation in the subcontinent.

Canada and India concluded a unique reciprocal safeguards agreement with the International Atomic Energy Agency providing for the application of the Agency safeguards on the Rajasthan atomic-power stations being constructed near Kotah, Rajasthan, with Canadian assistance and on the Douglas Point generating-station in Ontario built by Atomic Energy of Canada Limited.

### India-Pakistan War

Armed clashes along the India-East Pakistan border escalated seriously on November 22, 1971, and by December 3 the conflict had broadened, with widespread air and ground action in the West as well. The Indo-Pakistan conflict was quickly brought before the United Nations but the Security Council found itself unable to agree on the terms of a cease-fire. However, on December 7, the General Assembly passed Resolution 2793 by 104 votes (Canada) to 11, with ten abstentions, calling principally for a cease-fire and the immediate withdrawal of armed forces from each other's territories. India did not accept the General Assembly resolution but, on December 17, following the surrender of the Pakistan Army in East Pakistan, announced a unilateral cease-fire. Pakistan also declared a cease-fire effective the same day. On December 22, the Security Council adopted a resolution which called for the strict observance of the cease-fire and the withdrawal of all armed forces to their respective territories as soon as practicable.

As a result of the danger posed to Canadians in West Pakistan by military operations between India and Pakistan, a Canadian Forces *Boeing 707* evacuated over 400 Canadians and other foreign nations in two flights from Karachi and Islamabad on December 10 and 12. Three attempts by a Canadian Forces *Hercules*, operating under the auspices of the United Nations, to evacuate Canadians, United Nations personnel and other foreigners from Dacca in East Pakistan had to be abandoned since, on each occasion, the cease-fire arranged by the UN did not hold.

Canadians in the border areas of India were also advised to leave; during the conflict there were no reports of Canadian deaths or injuries.

### Ceylon

Canada's relations with Ceylon, as with India and Pakistan, developed through the Commonwealth and the Colombo Plan. Up to March 1971, Canada's development assistance to Ceylon totalled \$62 million. Prime Minister Trudeau paid an official visit in January on his way back from the Commonwealth Heads of Government Conference. In October, Prime Minister Sirimavo Bandaranaike came to Canada for a three-day official visit. She visited Niagara Falls, Toronto and Montreal in addition to her stay in Ottawa.

## Afghanistan

Canada's relations with Afghanistan date largely from 1964, when that country joined the Colombo Plan. Afghanistan has suffered two consecutive years of severe drought. Canada co-sponsored an Afghan resolution in the United Nations General Assembly calling for international relief assistance and announced that it was providing a \$1-million emergency food-aid allocation.

## Europe

The *Bureau of European Affairs* has responsibility for the development of co-ordinated policies towards the countries of the European continent, Britain and Ireland in consonance with the general foreign policy of Canada. The Bureau manages the execution of Government policies towards Europe and is initially responsible for planning the future orientation of policies and programs related to that continent. The Bureau consists of three divisions: *Western European*, *Northwestern European* (Britain, Ireland and Scandinavia), and *Eastern European*. Canada maintains diplomatic relations with 28 European countries, where it has 22 resident missions and six consular offices. In Ottawa, there are 25 diplomatic missions from European countries; four others have diplomatic missions resident in Washington that are also accredited to Canada.

The 1970 policy paper *Foreign Policy for Canadians* concluded that Canada had a large stake in Europe, the only area outside North America where the major themes of Canadian policy converged, and that close association with Europe would continue to offer scope for diversifying Canada's external relations and would place Canada in a stronger position to influence European and United States policies. During 1971, there was an expansion of co-operation and exchanges with Europe in a number of areas of direct concern to Canada. A number of important initiatives were also undertaken as a Canadian contribution to the relaxation of tension and to the security and stability of the European continent.

## Western European Division

During 1971, Canada participated actively in the General Agreement on Tariffs and Trade (GATT), the Organization for Economic Co-operation and Development (OECD) and the North Atlantic Treaty Organization (NATO), and kept in close touch bilaterally with their European members. The Canadian Government followed closely the negotiations between the Common Market and Britain, and also the process of multilateral co-operation among The Six. The Secretary of State for External Affairs and the Minister of Industry, Trade and Commerce held talks with the Commission and its British and European colleagues from The Six concerning the expansion of the Common Market. In January, Canadian Members of Parliament took part in a debate on development assistance in the Council of Europe, and a delegation from the Council came to Ottawa in May to hold discussions with the Members of the House of Commons and the Senate.

Relations between France and Canada were further strengthened in 1971. Among the Canadian Ministers who visited France during the year were the Secretary of State, the Honourable Gérard Pelletier, who went to Paris and Marseilles in March to attend the twenty-first annual convention of the France-Canada Association; the Minister of Communications, the Honourable Robert Stanbury, who represented Canada at the ceremonies in Paris marking the twenty-fifth anniversary of UNESCO, and the Solicitor-General, the Honourable Jean-Pierre Goyer (both in November). Other important Canadian figures visited France as well, including the Premier of New Brunswick, the Honourable R.B. Hatfield, in January; the Prime Minister of Quebec, the Honourable Robert Bourassa, in April; the Premier of Nova Scotia, the Honourable G.A. Regan, in May, and the Prime Minister of British Columbia, the Honourable W.A.C. Bennett, in September.

The Minister of Foreign Affairs of the French Republic, Mr. Maurice Schumann, was welcomed to Ottawa on September 22 and 23, and to Quebec City on September 30 and October 1.

These visits and the exchanges between France and Canada and various Canadian provinces, particularly Quebec, made a valuable contribution to the growing co-operation between the two countries. The France-Canada Inter-parliamentary Association met in Canada in June. The France-Canada Joint Economic Commission convened in Ottawa at the end of May, and at the end of September the annual meeting of the France-Canada Joint Commission on Cultural, Scientific and Technological Relations was held in Paris. In this connection it should be noted that France and Canada agreed to make special efforts to increase their co-operation in the scientific and technological fields; cultural relations are progressing very satisfactorily.

Relations between Canada and the Federal Republic of Germany continued to develop in 1971. A science and technology mission visited the Federal Republic in March. At the end of March, the two countries concluded a Social Security Agreement. The Minister of Industry, Trade and Commerce led a trade mission to Germany in April. While there, he signed an Agreement for Co-operation in Science and Technology. In September a German science and technology mission visited Canada. Discussions are in progress with the Federal Republic on the possibility of training German troops in Canada. The Federal Republic of Germany remains Canada's fourth-largest trading partner and one of Canada's most important sources of immigrants and investment.

The highlight of relations between Canada and the Benelux countries was the April visit of His Excellency Governor-General Roland Michener of Canada to the three countries. This first state visit to Europe by any Governor General was a pronounced success. The Secretary of State for External Affairs, who accompanied Mr. Michener, took advantage of the opportunity to hold talks with the top officials of the three countries. He also signed an agreement for scientific and technical co-operation with Belgium during this visit.

The number of visits to these countries by government officials and by federal and provincial delegations was increased. The same is true to a lesser extent of other countries like Switzerland and Austria, with which Canada's relations are excellent.



Canadian relations with Italy have continued to be close and harmonious. The Secretary of State for External Affairs visited Rome in April with a view to pursuing his consultations with member states of the European Economic Community on some problems envisaged for Canada as a result of the proposed enlargement of the Community. On this occasion, he held discussions with the Minister of Foreign Affairs and other ministers and their officials. Also in April, the Prime Minister of Quebec, who was in Italy to speak with senior industrial leaders, was received by the Prime Minister of Italy. The Italian Minister of Agriculture and Forestry was in Ottawa the same month in connection with a conference in Canada of the Italian Academy of Biological and Moral Sciences. In September, the Italian Under-Secretary of State of Foreign Affairs for Immigration came to Canada to review problems related to Italian immigration, and the Italian Minister of the Merchant Marine, accompanied by officials and 36 Italian parliamentarians, visited port facilities in Montreal.

Canadian relations with the Vatican were marked by a visit to the Holy See by the Secretary of State for External Affairs in April. In a private audience with the Pope, a wide-ranging discussion took place on current international problems. This was the first meeting between the Secretary of State for External Affairs and the Pope since the establishment of diplomatic relations.

Following the official visit to Canada by Turkey's Minister of Foreign Affairs in 1970, regular co-operation between the two countries has been maintained, particularly within the North Atlantic Treaty Organization. Relations with Greece continue to receive close attention.

Canada's relations with Spain and Portugal were the subject of considerable attention during the year. There was a noteworthy growth of over 15 per cent in Canadian exports to Spain. Canadian views favouring self-determination for the Portuguese colonies in Africa were made clear to the Portuguese Foreign Minister in bilateral discussions with Mr. Sharp held before the NATO meeting in Lisbon in June.

#### Northwestern European Division

Canada's relations with Britain are undergoing a process of evolution. This has been brought about in part by a reorientation of the policies of both countries, prompted, in turn, by changing circumstances and conditions in international affairs. Consequently, while kinship and membership in the Commonwealth continue to play a valuable part in the close, varied and complex ties between Canada and Britain, it is equally recognized that further efforts should be made to develop their bilateral relations on the basis of new interests and in the light of the mutual practical advantages to be achieved by still closer co-operation. British entry into the European Communities has helped to focus additional attention on the importance of bilateral relations and, as an extension of a continuing dialogue, Canadian Ministers and officials on a number of occasions during the year examined with their British counterparts the implications for Canada of this major change in direction of British foreign policy. These discussions took full account of the particular concerns and objectives of both governments, successfully preserved the cordial relations between Britain and Canada, and influenced to some degree the terms of British entry on products of interest to Canada. If this issue tended to dominate

Anglo-Canadian relations in 1971, further developments of significance took place in other fields. The two governments, for example, concluded an agreement under which Canadian defence facilities at Suffield, Alberta, would be made available to British military units for training purposes. During the year, the Honourable John Turner, Minister of Justice, the Honourable Donald Macdonald, Minister of National Defence, the Honourable Robert Stanbury, Minister of Communications, and the Honourable Allastair Gillespie, Minister of State for Science and Technology, went to London for talks on subjects within their respective spheres of responsibility with members of the British Government. The Prime Minister himself had planned to go to Britain in September for a meeting with Mr. Heath, but had to postpone his visit because of the international economic situation. Mr. Heath paid a brief, informal visit to Ottawa in December. In addition, the Right Honourable Geoffrey Rippon, Britain's chief negotiator for the Common Market, and the Right Honourable Michael Noble, British Minister of Trade, visited Canada earlier in the year, while the Canada/United Kingdom Continuing Committee, a body of senior officials, held its annual meeting in Ottawa in December to discuss bilateral trade issues and trade questions and to review world economic developments. On private initiative, a large group of Canadian and British businessmen, academics, journalists and officials held a conference in Britain in September to examine the present condition and future direction of Anglo-Canadian relations in various fields. This was the first time that such a meeting had been organized, and was a further indication of the increased interest in both countries in their relations with one another. Much of the discussion was appropriately devoted to the extensive contact, exchanges and co-operation that take place between Canada and Britain outside of official channels since they occupy a very significant place in the total fabric of the Anglo-Canadian relations.

As in the past, Canada continued in 1971 to maintain close contact with Ireland through the normal diplomatic channels and the visits between the two countries of officials, businessmen and citizens from various walks of life. The warmth of the relations rests on the ties of history, shared traditions and Ireland's contribution to Canada's cultural heritage. It has been further sustained and nourished by the mutual benefits of a growing trade with one another and of increasing investment by Canadian firms in Ireland. In addition, Canada and Ireland share similar concerns over many international questions of importance, often find it profitable to exchange views on them, and are closely associated in the United Nations peacekeeping operations in Cyprus and the Middle East.

Canada shares with the Nordic countries a number of common interests in international affairs and both federal and provincial ministers and officials often compare notes with them on such domestic issues as northern development, social legislation, transportation and pollution. Within the NATO context, Canada also maintains close co-operation with Norway, Denmark and Iceland, and in February the Minister of National Defence went to Oslo to discuss defence and related questions with the Norwegian Government. Later in the year, during a visit to the Canadian North, he had conversations of a general nature with Danish authorities in Greenland. As a reflection of Canadian interest in social questions in Scandinavia, the Solicitor General visited various penal institutions in Sweden, Norway and Denmark and held discussions on penal reform with the government ministers and officials concerned.



Canada's relations with the Communist countries of Eastern Europe continued to be influenced by the view that, notwithstanding differences of approach between Canada and those countries, an equitable settlement of the issues dividing East and West could best be obtained by peaceful evolution and co-operation. In accordance with this policy Canada took a number of steps during 1971 designed to improve relations with the countries concerned on a basis of reciprocity and mutual benefit. It was fully recognized that substantial differences continued to exist between these countries and Canada as far as their political, social and economic systems were concerned. At the same time it was considered that an effort to broaden and deepen relations with the countries of Eastern Europe could, in the long run, help bring about that freer movement of peoples and ideas and greater respect for the principles of sovereignty and political independence which Canada held to be of continuing importance.

The highlights in Canadian-Soviet relations were the first visit to the Soviet Union of a Canadian Prime Minister, which took place in May, and the first visit of the Chairman of the Council of Ministers of the U.S.S.R., Mr. A.N. Kosygin, to Canada in October. In January, the Minister of Industry, Trade and Commerce and Mr. V.A. Kirillin, the Chairman of the U.S.S.R. State Committee for Science and Technology, signed an agreement on co-operation in the industrial application of science and technology that reflected recognition of Canada's increasing stature as the possessor of advanced technology and Canadian awareness of the important progress made in the Soviet Union in a number of fields of interest to Canada. Six working groups on various sectors of industry have been set up to investigate the prospects of mutually advantageous co-operation. During the Prime Minister's visit to the U.S.S.R., a Protocol on Consultations was signed with the object of putting the steadily-developing relations between the two countries on a more "structured" and orderly basis. Since the signing of the Protocol, there have been a number of contacts at the official and ministerial levels that have indicated that both sides recognize the benefits to be gained from increased and deeper consultation. During the summer, the Minister of Indian Affairs and Northern Development also visited the Soviet Union and agreement was reached on the setting-up of a joint Canada-U.S.S.R. committee to investigate the possibilities for Arctic scientific co-operation. During Mr. Kosygin's visit to Canada, a General Exchanges Agreement, designed to facilitate a broader range of exchanges between the two countries in the scientific, technical, cultural and other fields, was signed. It was confirmed that, early in 1972, negotiations would be undertaken for the extension of the Canadian-Soviet Trade Agreement for a further four years and that in those negotiations a Canadian proposal to set up a joint commission for consultations on trade would be discussed.

The state visit to Canada from November 2 to 7 of President Tito of the Socialist Federal Republic of Yugoslavia, who was accompanied by Madame Broz and the State Secretary for Foreign Affairs, Mr. Tepavac, underlined the substantial recent progress in Canadian-Yugoslav relations. Among the achievements in the bilateral field highlighted by the visit were an exchange of letters for the encouragement of scientific and technical contacts and exchanges, a decision in principle to abolish non-immigrant visas, and a thorough analysis of the means to further the development of trade in both directions. For the future, both sides will increase the frequency of political consultations, examine the possibility of concluding a framework agreement relating to the guarantee by the Export Development Corporation of Canadian private investment in Yugoslavia, and begin negotiations toward the conclusion of a civil aviation agreement and a consular understanding. Other



important developments in Canadian-Yugoslav relations during the year under review included an exhibit in Belgrade of Canadian contemporary prints in January and the visit to Canada in March of the then Yugoslav Federal Secretary for Information, Mr. Dragoljub Budimovski. In April, the National Defence College once again visited Yugoslavia, and in May, Mr. Blazo Jovanovic, Chairman of the Constitutional Court of Yugoslavia, visited Canada, while Canada's Festival Singers performed in Ljubljana, Zagreb and other centres in Yugoslavia. Later in the year, a delegation of prominent Canadian jurists that included representatives of the Department of Justice attended the "World Peace through Law" Conference in Belgrade in July. Finally, the Borough of East York, Ontario, established a "twinning-city" relation with Skopje during 1971.

Canadian-Romanian relations were also marked by some notable developments in 1971, the foremost of them being the visit to Canada in June of Mr. Corneliu Manescu, Minister of Foreign Affairs of the Socialist Republic of Romania, and his wife. This visit came in return for that paid to Romania in 1970 by Mr. Sharp and occasioned a timely review of developments in the bilateral sphere, especially commercial relations. Prior to Mr. Manescu's visit, the National Defence College had paid a visit to Romania in March, and the first delegation of Canadian Parliamentarians to visit Romania, led by the Speaker of the House of Commons, the Honourable Lucien Lamoureux, had visited Bucharest and other centres in April. Important developments in Canadian-Romanian relations since Mr. Manescu's visit included the visit to Bucharest late in June of the Honourable J.J. Greene, Minister of Energy, Mines and Resources, to attend the World Energy Conference and to discuss bilateral matters. In July, an agreement settling outstanding Canadian financial claims was signed, and was followed immediately by the signature of a renewed bilateral trade agreement.

As 1971 began, the Secretary of State for External Affairs had taken note of an important development leading towards *détente* -- namely, the treaty signed in Warsaw in December by the Federal Republic of Germany and Poland. In a statement to Parliament, Mr. Sharp affirmed that Canada welcomed the treaty and its attendant documents, including those provisions dealing with Poland's Western boundary. In mid-October 1971, the Secretary of State for External Affairs and the Polish Vice-Minister of Finance, Mr. Marian Krzak, signed a claims agreement on behalf of the two countries. The settlement reached on this question, which had been the subject of recurrent discussions and negotiations since 1965, led to agreement on other measures -- such as the resumption of periodic trade consultations and the establishment of a Polish trade office in Toronto, both designed to facilitate the growth of two-way trade between Canada and Poland.

Canada and Hungary signed a new trade agreement in October that established a framework for the development of the bilateral trade relations between Canada and Hungary over the next five years. Canada was a major participant in the Budapest International Trade Fair, again in 1971. A Czechoslovak parliamentary delegation, led by Dr. Dalibor Hanes, Chairman of the Federal Assembly of Czechoslovakia, was in Canada early in the spring in return for a visit paid by a delegation from the Canadian Senate to Czechoslovakia in 1969; this was the first such visit by a Czechoslovak parliamentary delegation to a Western country in recent years. In addition, a Czechoslovak technological delegation,

led by Mr. Jan Gabel, First Vice-Minister of the Czechoslovak Federal Ministry of Technology and Investment, visited Canada for 17 days in May and June, during which time the desire of the Czechoslovak Government to broaden the base of its technological co-operation with Canada was emphasized. In the sphere of cultural exchanges, a company from the Théâtre du Nouveau Monde visited Czechoslovakia, as well as the Soviet Union, in the spring, and a Moravian folk-dance ensemble visited Canada in September.

## Western Hemisphere

The *Bureau of Western Hemisphere Affairs* has responsibility for the region covered by the *United States, Caribbean and Latin American Divisions*, whose functions are described below. It is the function of the Bureau to co-ordinate the formulation and conduct of Canadian foreign policy in relation to the countries and groupings of countries in the region, and to the region as a whole and its institutions. The Bureau also has responsibility for reviewing established policies in the light of their continuing relevance and for managing operations in the region through the various Canadian missions located there by means of "country program" and resource planning.

## Caribbean Division

The close relations between Canada and the Commonwealth Caribbean have resulted as a logical progression from the historical ties existing between the two areas. In the past Canada's relations with the Commonwealth Caribbean, often referred to as the West Indies, have been closer than with any other part of the developing world. Trading relations over several centuries have been close, and have been supplemented by considerable Canadian commercial interests and investment in the area. An association in the Commonwealth has also contributed to understanding through mutually-shared traditions, institutions and values. These factors have all contributed to increased communication between the two areas. In the past few years, this communication has been emphasized through the large movement of people between the West Indies and Canada as tourists, businessmen and students.

The current phase of Canadian relations with the Commonwealth Caribbean dates from the Commonwealth Caribbean/Canada Conference held in Ottawa in July 1966, which established a broad framework of guidelines along which the relations between the two areas could develop. Considerable progress has been made in realizing the recommendations reached at the Conference, as well as those approved by the Canadian Government following Senator Paul Martin's special mission to the Commonwealth Caribbean in the autumn of 1970. In the past year, the Canadian Government has increased its diplomatic accreditation through the appointment of the Canadian High Commissioner in Kingston as non-resident Commissioner to British Honduras and the Bahamas. The appointment is an expression of developing Canadian interests in the western Caribbean.

During 1971, there were several meetings within the region at which Canada was represented, and continuous contact was maintained with the governments of the area on a wide range of matters. In addition to normal consultation at the diplomatic level, occasional formal meetings were held in Ottawa between Commonwealth Caribbean representatives in Canada and Canadian Government



officials to discuss specific questions of mutual interest. Exchanges at high government level were maintained with several Canadian ministers visiting the region during the year and a number of distinguished leaders from the area visiting Canada.

### Latin American Division

The fruitful development of Canada's relations with the 20 Latin American nations is this Division's responsibility. Canada has had diplomatic relations with all the Latin American states since 1957, and currently maintains 11 diplomatic posts in the region.

During the past year the Canadian Government has made significant progress in the implementation of the objectives, as outlined in the sector paper on Latin America in the foreign policy review. In April 1971, the Canadian observer delegation to the first regular session of the General Assembly of the Organization of American States (OAS), led by Mr. André Ouellet, Parliamentary Secretary to the Secretary of State for External Affairs, reiterated the Canadian Government's intention of systematically strengthening and intensifying its relations with the countries in Latin America on both a bilateral as well as a multilateral basis. The delegation formally declared the Canadian Government's desire to establish a permanent observer mission to the OAS. A resolution approving in principle the new status of Permanent Observer was passed by the General Assembly and the Permanent Council of the OAS was then asked to determine the timing and criteria for the implementation of the resolution. Canada's desire for observer status is not a compromise gesture but rather a positive step through which it can learn about OAS operations and play a fuller role in the inter-American organizations to which it already belongs or which it is about to join. The Permanent Observer Mission will be independent of the Canadian Embassy in Washington. Its principal functions will be to maintain a close liaison with all OAS activities, and to represent Canada at meetings of inter-American organizations.

In order to participate more vigorously and effectively in the economic and social development in Latin America, the Canadian Government has expressed its intention to seek full membership in the Inter-American Development Bank (IADB). Full membership in the IADB will substantially increase the funds Canada would be allocating to Latin American development. Moreover, one of the benefits of full membership would be the eligibility of Canadian firms to compete for procurement under the Fund for Special Operations.

The goals set out in the foreign policy review for intensifying Canada's relations with Latin America are well on the way to realization. In 1971 Canada applied for and was granted full membership in the Pan-American Health Organization, and steps leading to Canada's full membership in the Inter-American Institute of Agricultural Sciences (IAIAS), the Inter-American Indian Institute (IAII), and the Inter-American Conference on Social Security (CISS) are being taken.



Canada now belongs to the following organizations: the Pan-American Institute of Geography and History (PAIGH); the Inter-American Statistical Institute (IASI); the Inter-American Centre of Tax Administrators (CIAT); the Centre for Latin American Monetary Studies (CEMLA); and the Pan-American Health Organization (PAHO). Canada is also a member of the United Nations Economic Commission for Latin America (ECLA) and, through membership in the International Labour Organization (ILO), participates to a certain extent in the work of ILO's regional committee for the Americas. Canada also assists Latin American countries toward development through annual contributions to the United Nations Development Program (UNDP), the International Bank for Reconstruction and Development (IBRD), the UN Educational, Scientific and Cultural Organization (UNESCO), the Food and Agriculture Organization (FAO) and the World Food Program.

In addition to the foregoing, and the capital assistance provided through the IADB, the Government of Canada initiated this year a \$10-million bilateral technical-assistance program in Latin America that will concentrate on agricultural, educational and community development projects. Concurrently, the Canadian Government has been increasing its support for private Canadian agencies participating in development activity in Latin America. It continues its indirect support of the Canadian University Service Overseas (CUSO) in its operations throughout the world, including those in Latin America, and sponsors the Canadian Executive Service Overseas (CESO), a private organization that has been providing technical assistance to developing countries.

Intensification of bilateral relations with Latin American nations was given further impetus in 1971. The first meeting of the Canada-Mexico Joint Committee was held in Ottawa on October 21 and 22. This ministerial committee was established in 1968 for the purpose of actively seeking closer collaboration on questions of mutual interest to both countries. The meeting of the Canadian and Mexican Ministers (for External Affairs and Trade and Commerce) was an undoubted success and is expected to lead to an intensification of relations between the two countries through increasing cultural, scientific and technological contacts, through expanded trade and tourism, and through further political and economic consultations.

#### United States of America Division

The United States Division is concerned with the whole range of practical problems of Canada's relations with the United States. Within the Department it has a general co-ordinating responsibility, involving a continuing review and analysis of the important aspects of the increasing number of matters of interest to the two countries. In performing this function, it maintains close liaison with other government departments and agencies and with the divisions in the Department having primary responsibility for particular aspects of the bilateral relation, such as those involving defence, consular and trade and economic matters.

The Division has specific responsibility for subjects of bilateral concern dealt with by the International Joint Commission and the International Boundary Commission. It works closely, therefore, with these two Commissions and with the St. Lawrence Seaway Authority and other international commissions and organizations concerned with Canada-United States affairs. The Division's

work covers the development of water resources, transportation links, international parks, water and air pollution, shipping (including tolls and pilotage on the St. Lawrence Seaway system), and trans-border traffic and migration in their international context. It also has responsibility for co-ordinating interdepartmental views on the construction and operation of international bridges and on the international implications of transportation questions in Canada's Pacific Coast region.

The Governments of Canada and the United States took a major step forward in the field of environmental management during 1971. Following the submission to governments in December 1970 of the International Joint Commission's final report on pollution in the Lower Great Lakes, a joint Canada-United States working group prepared detailed recommendations designed to implement the water-quality objectives and other recommendations put forward by the International Joint Commission. A Canadian delegation, consisting of the Secretary of State for External Affairs and the Minister of Fisheries and Forestry, met with its counterpart in Washington on June 10, and issued a joint communiqué affirming the willingness of both countries to negotiate a Great Lakes water-quality agreement essentially on the lines of the recommendations prepared by the joint working group. The negotiations continued during the course of the year. Other environmental matters with which the Division has been concerned include water quality in certain rivers entering New Brunswick from Maine, air pollution in the Detroit-Windsor and Sarnia-Port Huron regions, the possible flooding of the Skagit River Valley in British Columbia, the water quality and flow of the Souris River in Manitoba, the flooding of the Pembina River (also in Manitoba), and various other matters currently under consideration by the International Joint Commission. Of these, a particularly interesting problem is presented by Point Roberts, the tip of a peninsula near Vancouver which falls south of the 49th Parallel and is therefore United States territory. It is cut off completely by land from the remainder of the United States and this situation has created a number of problems relating to customs, health, police and fire protection, education, housing standards and general development.

In the United States Canada's diplomatic and consular business is conducted by the Canadian Embassy in Washington, the Consulates General in Boston, Chicago, Los Angeles, New Orleans, New York, San Francisco and Seattle, and the Consulates in Buffalo, Cleveland, Dallas, Detroit, Minneapolis, Philadelphia and San Juan, Puerto Rico.

## ECONOMIC AND SCIENTIFIC AFFAIRS

The *Bureau of Economic and Scientific Affairs* co-ordinates and develops policy and initiatives touching on broader questions of major significance for Canada in international economic, scientific and environmental affairs. It includes four divisions: *Aid and Development*, *Commercial Policy*, *Scientific Relations and Environmental Problems*, and *Transport, Communications and Energy*.

These divisions co-operate with a large number of departments and agencies in Ottawa in making sure that international relations under their economic, scientific and environmental aspects are conducted in harmony with the more general foreign-policy considerations and objectives of the Government and that Canadian interests in these areas are reflected appropriately abroad.

## Aid and Development Division

In 1970, as part of its review of foreign policy, the Government established new priorities in aid policy as outlined in *International Development*, one of the series of pamphlets entitled *Foreign Policy for Canadians*. It has been the role of the Aid and Development Division, drawing as necessary upon other expertise within the Department, and in close co-operation with the Canadian International Development Agency and with other departments, to attempt to ensure that those Canadian aid policies are viewed from the perspective of the Canada's foreign policy objectives as a whole. This Division is responsible for departmental participation in the International Committee on Development Assistance, and co-ordinates the External Affairs contribution to the senior aid-policy body, the Canadian International Development Board, on which the Under-secretary represents the Department.

In order to improve the quantity and quality of Canadian development assistance, several goals were set and considerable progress has been made in achieving them. With a policy of working towards a total net transfer of resources of 1 per cent of the gross national product and 0.7 per cent for official development assistance, the volume of aid has undergone an increase of \$60 million in 1971-72, to a total of \$424 million, and an increase of approximately the same magnitude is envisaged for 1972-73. Considerable flexibility has been achieved by "untying" up to 20 per cent of all bilateral funds for use for local cost financing, and the goal of channelling approximately 25 per cent of the total assistance program through multilateral organizations will be attained in 1972.

As part of its contribution towards national unity, it is recognized that the Canadian assistance program should adequately reflect Canada's bilingual nature. This policy has been given expression in the significant bilateral assistance programs undertaken in *francophone* countries in recent years, as well as long-standing programs in Commonwealth countries. Further, a bilateral technical-assistance program was established in Latin America in 1971 and increased attention was directed towards the Pacific area.



During 1971, Canada continued to play an active role in international financing institutions, including the Asian and Caribbean Development Banks and the World Bank group. It also participated actively in discussions with other potential donors looking towards the establishment of an African Development Fund in conjunction with the African Development Bank. During 1971, detailed discussions were entered into concerning possible membership in the Inter-American Development Bank, thus reflecting the growing Canadian interest in this area.

Co-ordination of the activities of the Committee on Staffing Requirements to Conduct the Canadian Aid Program Abroad is handled by the Aid and Development Division. In 1971, all Canadian posts responsible for aid administration or liaison were surveyed to determine manpower requirements for aid-related activities. Reflecting the growth in the total program, a number of additional officers were provided by the Department and CIDA to meet the 81 man-years required.

As the primary organ in the UN system for channelling aid to the developing countries, the United Nations Development Program, through its Governing Council, pursued its comprehensive review of organization, programming and capacity to implement programs. Canada has played a positive role in these discussions and substantial progress has been achieved to enable the UNDP to meet the challenge of developing country programs. Canada continued to play an active role in meetings of international deliberative organizations on development, including the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD), which is the principal forum for consultation and exchanges of information between the major aid-donor countries on development policies and procedures.

Following adoption of the strategy for the Second Development Decade, the UN has been engaged in drafting a framework which will serve as a guide for development policies in the Seventies. Within the UN system, in addition to the pre-eminent role of the Economic and Social Council, the United Nations Conference on Trade and Development (UNCTAD) has become a major vehicle for discussion of all development issues, including the diversion of the flow of world trade so that economic disparities will be minimized. The Aid and Development Division has the primary responsibility for co-ordinating Canadian "input" into UNCTAD and for the preparations for the Third UNCTAD, to be held in Santiago in April 1972.

Among the measures advocated to improve the trading position of developing countries is a general preference scheme (GPS) under which the major industrial countries, including Canada, would grant tariff preferences for certain processed agricultural products and semi-manufactured goods on a shared-burden basis. Many of the developed countries introduced their preference schemes late in 1971, and Canada plans to implement its scheme at the earliest possible date. Departmental responsibility for the GPS and other trade measures intended to assist developing countries rests with the Aid and Development Division.

The Division's role in co-ordinating emergency relief assistance provided by Canada to areas of natural or man-made disasters became more urgent during the year as a result of the civil unrest within Pakistan and the India-Pakistan

war. In co-operation with the Canadian International Development Agency, the Department of National Defence, other departments and international relief agencies such as the United Nations and the Red Cross, a total of approximately \$25 million was made available for the relief of Pakistani refugees in India. An additional amount of \$7.5 million was provided to assist the UN relief operations within East Bengal.

A continuing effort has been made to increase the role of the private sector in Canada's aid effort. In addition, since the creation in 1970 of the International Development Research Centre to "initiate, encourage, support and conduct research into the problems of developing countries", the Aid and Development Division has, while recognizing the Centre's independent status, offered support and encouragement to its overseas activities.

The Export Development Corporation (EDC), established in 1969 as a successor to the Export Credits Insurance Corporation, serves as a source of financing and insurance for Canadian exports, including those to developing countries. The Aid and Development Division is responsible for co-ordinating the participation of the Department of External Affairs in the EDC's Board of Directors and Committee of Alternate Directors. The Under-Secretary represents the Department on the Board and the Assistant Under-Secretary (Economic and Social Development) serves as alternate director.

The Export Development Corporation is also responsible for the administration of the new Foreign Investment Insurance Program, which is designed to encourage Canadians to invest in developing countries. The Aid and Development Division represents the Department on the Interdepartmental Committee on Foreign Investment Insurance and, to facilitate the operation of the program, and in close co-operation with the EDC, co-ordinates the negotiation of bilateral agreements on foreign investment insurance with other countries. At the end of 1971, agreements on foreign investment insurance had been concluded with Barbados, Jamaica, Malaysia, Singapore and St. Lucia and negotiations were in progress or about to begin with a substantial number of other countries.

During the past year considerable progress has been achieved in assisting the economic and social development of less-developed areas and efforts are continuing to ensure that the policies which have been established are effectively implemented.

#### Commercial Policy Division

This Division is concerned with Canada's multilateral and bilateral relations over a broad range of economic subjects in co-operation with the other interested government departments and offices.

This involves co-ordination of the formation of and management of Canada's trade and financial policies and relations abroad and international aspects of domestic economic, industrial and financial policies. The Division deals with Canadian participation in the General Agreement on Tariffs and Trade (GATT), the OECD, the International Monetary Fund (IMF), and a number of other multilateral institutions and agreements; it also deals with bilateral economic, trade and financial relations between Canada and other countries.



The most striking developments in the international economic sphere during 1971 were the measures announced August 15 by President Nixon to deal with certain problems facing the United States economy, and the multilateral and bilateral discussions with the major trading partners of the U.S. which resulted from that initiative. An interim arrangement on certain monetary aspects of the matter was hammered out in December and at the year's end talks were to be continued on longer-term monetary and financial issues and both immediate and longer-term trade questions.

The year 1971 also witnessed a continuation of efforts to contain the tendencies toward protectionism that were manifested in various parts of the world and to promote the further liberalization and expansion of multilateral trade, which in the past 25 years has significantly contributed to the growth in prosperity. The growth of trade among OECD countries, however, slumped from a rate of 12 per cent in 1969 to only 6 per cent in 1971. With the monetary settlement in December, observers looked to 1972 with cautious optimism, though not much improvement was expected in the first half of the year.

Canadian trade continued to develop significantly in 1971, with exports rising by almost \$1,000 million to \$17,746 million, while imports showed a dramatic increase, from \$13,833 million in 1970 to \$15,552 million. The current account showed the second surplus in a row, this year of \$245 million, considerably lower than last year's surplus of \$1,060 million but probably a more accurate reflection of underlying trends. The Canadian dollar, which was freed from its fixed parity rate in the spring of 1970, remained floating and by the end of 1971 was trading at near parity with the U.S. dollar.

### Multilateral Economic Relations

The United States economic measures announced on August 15 were the most dramatic development during 1971. Owing to the predominant position the United States has held in the world commercial and financial structure, the 10 percent import surcharge, the suspension of gold convertibility, and other features of the U.S. move together served to set in motion an immediate and intensive series of multilateral consultations.

Several major international organizations gave urgent attention to the crisis. The GATT, following the conclusions of a working party commissioned to examine the effects of the surcharge on international trade, was critical. In the United Nations context, the Trade and Development Board of UNCTAD, the developing countries meeting as the "Group of 77", and the General Assembly itself passed resolutions calling for removal of the surcharge.

Apart from the effect of the U.S. measures on Canada's own economy, Canada expressed grave concern over the adverse effects on trade liberalization, the possibility of a spiral of retaliatory measures, and the development of self-contained trade blocs. While the effects of the U.S. economic measures were most acutely felt in their actual and expected impact on trade, they originated at least as much out of certain monetary problems. It was, finally, an international agreement on currency realignment, negotiated in a series of meetings of the "Group of Ten" (the most industrialized countries of the non-Communist world), that on December 18 brought removal of the surcharge, an American agreement to increase the dollar price of gold, and a cooling of the tense atmosphere.



Throughout these meetings Canada maintained its position that the Canadian dollar exchange-rate should be allowed to continue floating, and in the final settlement gained acceptance of this position by the Group. All other members repegged their currency, most at a substantially higher level in terms of the U.S. dollar.

Canada played an active role in the 1971 annual meetings of Commonwealth finance ministers in the Bahamas from September 21 to 24 and of the International Monetary Fund in Washington from September 27 to October 1.

The U.S. economic measures also stimulated the international process of re-examination of trade policies and practices. This is taking place partly in rounds of bilateral discussions between the United States and its major trading partners -- notably Canada, the European Economic Community (EEC) and Japan -- and also on a multilateral basis in the GATT, the OECD, and the UNCTAD.

Throughout 1971, negotiations proceeded between the EEC and the four applicants for membership -- Britain, Denmark, Ireland, and Norway. Though protracted and difficult, these negotiations were ultimately successful and the consequent enlargement of the EEC from six to ten will have significant consequences for world trading patterns and the multilateral trading framework. The EEC will now be by far the world's largest trading entity and the fact that a majority of the members of the GATT have ties with the EEC, either by association, commercial agreement or preferential agreement, will undoubtedly have implications for the General Agreement itself. In addition to these developments, the EEC is now negotiating with those members of the European Free Trade Association (EFTA) which did not seek full membership in the Community at this time (i.e. Sweden, Finland, Iceland, Portugal and Switzerland) in the hope of arriving at an industrial free trade area with those countries. It is expected that these developments will contribute to a stable, prosperous and dynamic Europe, and in this respect they are welcomed. At the same time, these changed circumstances will require adjustments in trading terms for third countries like Canada, which will find their access to the British market adversely affected.

The implications of EEC enlargement for the world trading system were obviously very much on the minds of delegates to the twenty-seventh GATT session, held in November 1971. The Contracting Parties were particularly concerned over the possible consequences of these developments for further trade liberalization. While the GATT Work Program, adopted in 1967 to foster further progress in trade liberalization, is going forward, the unsettled situation with regard to EEC enlargement, complicated by the U.S. economic measures of August 15, made it difficult to achieve substantial progress during the session. On enlargement itself, EEC members indicated that they were prepared to abide fully by their obligations to the GATT in terms of bringing the accession agreement of the new members for examination by the GATT but, despite the urging of a number of countries, including Canada, were not prepared to do so upon signature of these agreements. The EEC took the view that notification by members of the Community under their GATT obligations rather than signature should trigger the necessary consultations. The twenty-seventh session also took action to establish a study on preferential trade flows.

During the session, there was wide-spread support for machinery specifically to prepare for a new round of multilateral negotiations. The session achieved a consensus on objectives which was expressed through a statement of trade policy reaffirming the intention to press forward despite current difficulties in liberalizing trade in both the industrial and agricultural sectors. There was general agreement to undertake the necessary preparatory work on "techniques and modalities" -- i.e. alternative approaches -- to negotiations.

The session also formally approved a decision granting a waiver from the General Agreement for 16 of the developing countries to go ahead with the preferential agreement among themselves that had been arrived at after protracted negotiations.

The Honourable Jean-Luc Pepin, Minister of Industry, Trade and Commerce, led the Canadian delegation at the ministerial portion of this GATT session.

Economic and financial uncertainties also provided the backdrop for the annual ministerial meeting of the Organization for Economic Co-operation and Development. The OECD was established in 1961 and today forms a major inter-governmental forum for consultation and co-operation among the advanced industrial nations in virtually every field of economic activity. In 1971, Australia joined the OECD, bringing the membership to a total of 23, while New Zealand and Yugoslavia have special status entitling them to participate in certain of the Organization's activities.

The annual ministerial meeting held in June was focused on the problems of inflation, the balance of payments, trade policy and developments in the aid sphere. On the problems of inflation, the work of the OECD over the past year was commended by the ministers and the meeting approved certain conclusions suggested by the Secretary-General, Mr. Emile van Lennep. These conclusions included the need for most countries to persist with anti-inflationary policies, for great care on the part of states when the stage for expansion was reached, and for a multi-policy attack on inflation, going beyond traditional fiscal and monetary tools.

The other agenda item on which a major policy decision was taken at the ministerial meeting related to the direction and shape of international trade policy and the trading framework during the Seventies. While careful to ensure that nothing done in the OECD should prejudice work in this area going forward in the GATT, the meeting did approve the establishment of a special trade group to look at perspectives for trade in the Seventies. The group eventually formed was small and composed of highly-qualified individuals, including a representative from Canada, Mr. A.F.W. Plumptre, Principal of Scarborough College, University of Toronto, and a former Assistant Deputy Minister of Finance. The group is now meeting on a regular basis and is expected to prepare a report including options for solutions to the most pressing trade problems in time for the next annual ministerial meeting, now scheduled for May 1972.

The Canadian delegation to the annual ministerial meeting was led by the Honourable Mitchell Sharp, Secretary of State for External Affairs.

Canada participated in the international negotiations that led to the concluding of the International Wheat Agreement. Canada signed on May 3, 1971,



and the Canadian instrument of ratification was deposited on June 10. The Agreement came into force on July 1, replacing the International Grains Agreement, which expired the previous day. The new Agreement will remain in force until June 30, 1974.

The Wheat Agreement consists of a Wheat Trade Convention and a Food Aid Convention. The former is designed to promote further international co-operation in connection with wheat problems, to promote the expansion of trade in wheat and wheat flour, and to contribute to stability in the wheat market. The Convention also provides a framework for international negotiations relating to provisions for the price of wheat under certain circumstances. Canada has stated its support in the International Wheat Council for the opening of discussions on wheat-pricing provisions.

The Food Aid Convention provides for an orderly and effective food-aid program for developing countries. Signatories to the Convention have agreed to contribute food aid to the developing countries in the form of wheat, coarse grains, or edible derivatives, or the cash equivalent, at least up to a specified annual minimum. Canada's annual commitment is 495,000 metric tons.

In the crop year closing at the end of July 1971, exports of Canadian grain reached record levels. During 1971, large sales were made by the Canadian Wheat Board to the U.S.S.R. and China. The Soviet purchase of 3.5 million tons of wheat for delivery in 1971 and 1972 completed, and exceeded, the U.S.S.R. purchase commitment made in 1966. China purchased 3 million tons of wheat for delivery in 1972. Although most major wheat-producing countries have increased supplies available as a result of good crops, forward sales of Canadian grains indicate that the high level of grain exports will be maintained through the current crop year, and may well surpass the record reached last year.

The year 1971 witnessed a significantly increased penetration of the Canadian domestic market by foreign imports. In some cases this led to disruption within certain sectors of the manufacturing industry. As a result, the Anti-Dumping Tribunal, as well as the Textile and Clothing Board, carried out a number of inquiries to examine possible cases of dumping or injury.

Voluntary restraint arrangements covering exports of cotton yarn to Canada were concluded in 1971 with 13 supplier nations (the United Arab Republic, Brazil, the People's Republic of China, Colombia, Greece, Hong Kong, India, Israel, the Republic of Korea, Mexico, Portugal, Spain and Taiwan). A global quota for the import of certain kinds of men's and boys' shirts was implemented in 1971. Under the quota arrangements, traditional supplier nations were given reserved quotas in order to take account of previous levels of exports to Canada. Provision was also made for new supplier nations. Other bilateral restraint arrangements with individual countries affecting specific export items were also agreed upon or renewed during the year.

The new Canadian tax-reform legislation passed by Parliament on December 21, 1971, will give rise to a series of negotiations and renegotiations of double-taxation agreements, beginning in 1972.



## Bilateral Economic Relations

Canada's most important trading and financial partner remains the United States. In 1971, the United States imported \$12-billion worth of goods from Canada (over one-quarter of total U.S. imports, nearly 70 per cent of Canadian exports) and exported \$10.9 billion to Canada (nearly one-quarter of total U.S. exports, 70 per cent of Canadian imports). Both these figures represent an increase of 10.4 per cent over 1970. More than 85 per cent of Canada's manufactured, and thus labour-intensive, exports were sold in the United States. Canadians have more than \$3 billion of direct investment in the United States, while American investment in Canada, at the end of 1970, amounted to a book value of \$21 billion. The return on investment to the United States in the form of dividends and interest payments amounts to some \$1.2 billion annually.

The U.S. August 15 measures provoked a major re-examination of Canada's commercial relations with the United States as a whole -- relations which are so fundamental to the Canadian economy that any definitive long-run conclusions are difficult to determine with accuracy. In the short run, however, a series of trade discussions and negotiations between Canadian and United States officials and ministers were conducted in November and December 1971 on a number of issues, including the 1965 Automotive Products Agreement, tourist allowances and defence-production sharing. The visit of the Prime Minister to the United States President on December 6 provided an occasion for the two leaders to deal directly with some of the most fundamental issues.

Canadians generally accepted the need for determined action by the United States and others to correct the serious and growing disequilibrium in its balance of payments, an imbalance that threatened the whole international monetary and trading system. Canada also shares many of the basic objectives of the United States with respect to future world commercial and financial patterns.

Bilaterally, however, Canada did not contribute to the United States payments problem. On the contrary, even if Canada has enjoyed a surplus on the merchandise-trade account since 1968, its current account with the United States, which includes invisibles as well as merchandise, has been in a deficit position since 1946. Moreover, the value of the Canadian dollar has appreciated by over 7 per cent since it was floated in May 1970, a substantial comparative advantage provided to United States exporters.

At the end of 1971, while the basic elements of Canada's strong, close and friendly economic relations with the U.S. remained very much intact, it was clear that there were certain differences of view between the two countries with respect to a number of bilateral economic matters.

Britain continues by a considerable margin as Canada's second most-important trading partner, although the gap between Britain and Japan (the third most-important single country in Canadian trade) continues to narrow. Exports to Britain have levelled off in 1971 after the spectacular 33 1/3 percent jump they took in 1970. The percentage of Canadian exports going to Britain has remained more or less steady since 1970 (i.e., between 7 and 9 per cent), but it should be recognized that, although this represents a relatively small share of total Canadian exports, Britain does provide a major market for a number of important

products. (For instance, Britain takes more than half Canada's foreign sales of unmanufactured tobacco, cheddar cheese, honey, linerboard, plywood, and phosphorus.) Nevertheless, it is worth noting that, owing primarily to the slow growth in British import requirements, exports to the EEC have increased 250 per cent from 1956 to 1970, compared to an increase of only 82 per cent in sales to Britain. Moreover, the successful conclusion of negotiations between Britain and the EEC with regard to British entry to the Common Market brings the adverse trade consequences of British entry a step closer. British entry and adoption of the EEC tariff and trade regulations will involve a deterioration in terms of access, including the loss of preferences or free entry and the imposition of higher tariffs for many Canadian goods, as well as reverse preferences in favour of EEC suppliers. It now appears likely that a significant portion of Canadian trade with Britain will be able to adjust to the new conditions in the British market, but Canadian producers of certain major agricultural, fish and food products will, in all probability, face particularly serious difficulties as a result of the EEC enlargement. In the industrial sector, Canadian exports to Britain will probably be less affected, and about 65 per cent of Canadian industrial exports should face no new trade barriers. Such general statements tend, of course, to obscure the impact that these changes in trading conditions may have on particular firms, industries or communities which depend heavily on the British market.

The continuing importance Canada attaches to the question of EEC enlargement is evidenced by the continuation of the series of consultations at ministerial level with the parties directly involved in the negotiations, begun in 1970 and continued into 1971, when both Mr. Sharp and the Minister of Industry, Trade and Commerce, the Honourable Jean-Luc Pepin, held talks with their counterparts in Europe. In addition, the question of EEC enlargement was a major topic during the visits to Ottawa during 1971 of the President of the EEC Commission, Signor Franco-Maria Malfatti, the British Prime Minister, the Right Honourable Edward Heath, and the British Minister in charge of the EEC negotiations, the Right Honourable Geoffrey Rippon.

Another major objective of ministerial consultations over the past year has been the advancement of Canadian desires for the closest links possible with Europe. The Secretary of State for External Affairs proposed to members of the EEC Commission and ministers of the Community's member states a formal consultative mechanism along the lines of the arrangements Canada now has with the United States and Japan. A first step towards this goal would be to institute bilateral consultations at the ministerial or senior official level. In this context, at Mr. Sharp's invitation, the EEC Commissioner for External Trade, Herr Ralf Dahrendorf, will visit Canada in the spring of 1972.

A plenary meeting of the France-Canada Economic Commission took place in Ottawa on May 26 and 27, 1971. Composed of senior French and Canadian officials, the Commission sits alternately in Paris and Ottawa and has met six times since its establishment in 1950. The agenda of the meeting included exchanges of views and information on various bilateral questions of an economic, financial and commercial nature. The meeting also provided a forum for an exchange of views on major multilateral economic questions affecting the interests of Canada and France.



Stronger economic ties between Canada and the Federal Republic of Germany were sought by a Canadian trade and industrial mission that visited the FRG from April 14 to 22. Mr. Pepin led the mission, which included 28 Canadian businessmen and industrialists as well as federal and provincial government representatives. A similar mission from Germany will pay a return visit to Canada.

On November 17, the Minister of Industry, Trade and Commerce travelled to Rome for discussions with the Italian Ministers of Foreign Trade and Industry and with the State Secretary for Foreign Affairs. He also met leading Italian businessmen.

The growing importance of Canada's relations with Japan was underlined in 1971 by the sixth meeting of the Japan-Canada Ministerial Committee, held in Toronto on September 13 and 14. Senior ministers of both governments attended. All aspects of the political and economic relations between the countries were reviewed. Some time was naturally occupied with discussion of the monetary crisis, and the effects of U.S. measures to combat it, but the main concerns of the meeting were positive. Trade between Canada and Japan maintained its year-to-year increase during 1971, reaching a total of just under \$1,600 million. The gradual liberalization of Japan's import policy continued. Agreement was reached by Canada and Japan on the desirability of further multilateral tariff reductions within the GATT framework. Plans were made to develop Canadian commercial contacts in Japan through a trade mission of senior businessmen, led by the Minister of Industry, Trade and Commerce, in January 1972. Both countries maintained close consultation on international political questions, in particular the growing recognition of China. Co-operation and exchange of views on scientific questions, environmental trade problems and foreign investment policy continued to develop, as did the mutual interest in matters affecting the development of resources and energy. The Minister of State for Science and Technology will lead a scientific mission to Japan early in 1972 with a view to discussing an agreement on science and technology.

A Canadian team travelled to Manila on November 27 to negotiate with officials of the Philippines Government a most-favoured-nation trade agreement. On December 2, a draft trade agreement was initialled *ad referendum*.

In the spring, the Honourable J.J. Greene, Minister of Energy, Mines and Resources, led a mission of senior federal officials to Australia. Canada and Australia have a similar interest in the exploitation of vast natural resources and, as a result, discussion was particularly useful to both sides. Agreement was reached that further exchange of views should be encouraged.

From May 31 to June 2, the Joint Canada-New Zealand Consultative Committee met in Ottawa to discuss bilateral relations and multilateral questions of interest to both countries. Amendments to the 1932 Canada-New Zealand Trade Agreement were negotiated in 1970 and signed during the course of the meeting. The amendments brought certain provisions of the Trade Agreement up to date and formally established the Consultative Committee.

A new trade agreement was signed on November 17 by the Minister of Industry, Trade and Commerce and the Ambassador of Colombia to Canada. This instrument provides a more formal and direct basis for Canada's bilateral trade and economic relations with Colombia.



The first meeting of the Canada-Mexico Ministerial Committee was held in Ottawa on October 21 and 22. The meeting marked the opening of a new phase in relations between the two countries, revealed a wide range of common interests, and identified new opportunities for co-operation between Canada and Mexico.

On December 30, an agreement renewing the commercial *modus vivendi* between Canada and Venezuela for a further period of one year was signed.

The Minister of Industry, Trade and Commerce led a trade mission of 17 Canadian businessmen and a group of government and Crown Corporation officials to Algeria from November 21 to 24. Its objective was to assess trade and development opportunities in Algeria and to examine ways and means of improving access for Canadian goods and services, and to seek to determine ways in which Canada could participate in projects planned for Algerian development.

A trade and economic mission led by the Minister of Industry, Trade and Commerce visited Morocco from December 15 to 21 to explore opportunities for improving the level of trade with Morocco.

Negotiations were pursued between Canadian and Tunisian officials with a view to concluding a trade agreement.

A delegation of six trade specialists and economists from Zambia began a ten-day tour of Canada on September 29. During the tour, they visited manufacturing sites and discussed possible purchases of some Canadian commodities. They also explored the possibility of investment by Canadian companies in Zambia.

During 1971, Canada concluded or renewed trade agreements with Romania and Hungary and agreed on timing for renegotiation of the Canada-U.S.S.R. Trade Agreement, which will expire on April 17, 1972. Negotiations are continuing for renewal of the Bulgarian Trade Agreement, which ran out in 1969.

Economic affairs were a significant component in the discussions that took place during the visit to Canada of the Chairman of the Council of Ministers of the U.S.S.R., Mr. A.N. Kosygin. It was generally agreed that it would be desirable to expand the commercial and economic contacts and trade "flows" between Canada and the Soviet Union. Early in June, arrangements were completed for the sale of a large quantity of Canadian wheat to the U.S.S.R. by May 1972. Shipments have begun for delivery of this grain.

In November, President Tito of Yugoslavia, accompanied by senior economic advisers, paid a state visit to Canada. The recent rapid increase in Canada's trading relations was a subject of discussion, both sides expressing the hope that bilateral economic relations would continue to develop.

Following establishment of diplomatic relations between Canada and the People's Republic of China in October 1970, both countries have demonstrated the importance they attach to expanding and deepening trade relations. To this end, a Canadian Government economic mission, led by the Minister of Industry, Trade and Commerce, the Honourable Jean-Luc Pepin, paid a visit to China from June 28 to July 4, 1971. The mission included representatives of Parliament, of a number of government departments and of private trade and economic associations. Talks were held with Premier Chou En-lai and other senior Chinese Government

representatives. It was agreed that efforts would be intensified to strengthen existing trade and economic links and China agreed to consider Canada first as a source of wheat when import needs arose. Looking to the future, the Chinese Foreign Trade Minister, Pai Hsiang-Kua, accepted an invitation to visit Canada (probably in 1972), and it was agreed to exchange a number of economic missions and for each country to hold trade exhibitions in the other during 1972.

It was also decided to have periodic consultations between the two countries on the development of trade and economic relations. The first of these was held at the official level from December 6 to 10, 1971. During these consultations, both sides reiterated their determination to work together to ensure further development of the trend towards growth and diversification in two-way trade. Both sides recognized the need for a better understanding by each of the other's import requirements and export capabilities. The Canadian side put forward products that Canada wished to promote in China, and there was a detailed discussion of the market in Canada for Chinese products.

Canadian exports to China in 1971 amounted to \$204 million, of which about \$190 million was accounted for by wheat. This is an increase from total exports of \$142 million in 1970. Chinese exports to Canada rose from \$19 million in 1970 to \$23 million in 1971. Towards the end of 1971 a further contract was signed for a Chinese purchase of three million tons of wheat in 1972.

### Scientific Relations and Environmental Problems Division

The Division was established in recognition of the increasing importance to Canada of international co-operation in science and technology and of the extraterritorial dimension of Canadian environmental concerns. The Division has the primary task of co-ordinating the diverse bilateral and multilateral relations of the Government in these broad spheres. In doing so, it maintains liaison with and provides a variety of services for numerous federal departments, and for provincial governments and the private sector as well.

The Federal Government is developing a policy of international co-operation in science and technology both multilaterally and bilaterally in the context of general national policy objectives. Multilateral activities include participation in the numerous programs of several international organizations, including the United Nations and its Specialized Agencies (e.g., UNESCO, the FAO, the WMO and the WHO), the UN Economic and Social Council and its sub-groups (such as the Science and Technology Committee, the Advisory Committee on the Application of Science and Technology to Development, and the Committee on Natural Resources), the OECD (e.g., the Committee on Scientific and Technological Policy and the Road Research Group) and the Science Committee of NATO. The Division also monitors the scientific and technological collaboration of the EEC as well as the programs of such quasi-governmental organizations as the International Council of Scientific Unions.

Bilateral activity in this sphere serves the dual purpose of improving relations with individual countries and strengthening the scientific and technological capabilities of Canada. Bilateral co-operation is carried out in several ways. With France, for example, a scientific sub-commission of the



Canada-France Mixed Commission meets annually to stimulate exchanges between the scientific communities of the two countries. Analagous to its trade counterpart, the Scientific and Technological Mission explores "in depth" opportunities available for co-operation through exchanges of personnel and information, joint ventures and research projects. In 1971, agreements for increased scientific and technological co-operation were signed with the U.S.S.R., Belgium and the Federal German Republic following visits to those countries by Canadian missions.

The environmental activities of the Division are likewise divided on a multilateral and bilateral basis. Among the multilateral activities is the co-ordination of extensive Canadian Government preparations for the United Nations Conference on the Human Environment to be held in Stockholm in June 1972. The co-ordination of Canadian "input" into the program of the OECD Environment Committee, which deals with the international trade implications of environmental policies, the NATO Committee on the Challenges of Modern Society and a number of other international organizations with environmental dimensions, is the Division's other main multilateral environmental responsibility.

With respect to bilateral relations, the Division is assisting in the negotiations of the proposed Canada-United States Agreement on the Great Lakes, which is expected to be concluded by the two governments early in 1972. The Division is also engaged in facilitating numerous other bilateral environmental activities, involving all the inhabited regions of the world and some of the others as well.

## Transport, Communications and Energy Division

### Oil

The Division played an active role in co-ordinating the interdepartmental consultations on all aspects of energy questions, in particular those concerning gas and oil, including northern pipelines and related matters. It has helped co-ordinate Canadian expressions of concern to the United States at the consequences of large-scale tanker movements down the West Coast between the Port of Valdez in Alaska and oil refineries in the Northwest United States, and has assisted in the co-ordination of other aspects of Canadian energy relations with other countries. In addition, it monitors, on a continuing basis and in consultation with other departments, the world oil situation, including developments affecting the supply of oil from member countries of the Organization of Petroleum Exporting Countries to the markets of the oil-importing countries.

### Atomic Energy

During the past year, Canadian officials and scientists continued to participate in a variety of conferences and symposia on nuclear energy, including the fifteenth general conference of the International Atomic Energy Agency (IAEA), which was held from September 21 to 28 in Vienna. Canada was again designated to hold one of the five seats on the Board of Governors, reserved for the members most advanced in the technology of atomic energy, including the production of source materials. Canada has been a member of the Board of Governors every year since the Agency's inception. The Canadian Ambassador to Austria, Mr. N.F.H. Berlis, serves as Canada's representative on



the Board and is the principal channel of communication from the Agency to the Department of External Affairs and other departments and agencies of the Government interested in atomic energy matters. As in past years, Canada continued to provide highly-qualified atomic experts to serve on the Agency's staff and to assist it in its technical-assistance activities.

Canada's bilateral atomic energy relations also continued to develop during the year and there were exchanges of visits and visits of atomic specialists with several countries.

The outstanding "start-up" performance of the first two units of the Pickering generating station on Lake Ontario in 1971 marked a significant achievement by Atomic Energy of Canada Limited (AECL). Both Pickering I and II passed steam from the reactor to the turbine in record time. Both reactors also achieved full power in excellent time, and Pickering I is already among the leading plants of comparable size anywhere in the world producing electricity. Pickering's success is expected to give a boost to AECL's export promotion of the CANDU reactor.

Canada continues to attach the greatest importance to the development of adequate international safeguards to ensure that nuclear materials and equipment for peaceful purposes are not used to make nuclear weapons. All Canada's general bilateral agreements relating to the transfer of nuclear equipment and materials provide for such safeguards. During the year, safeguards inspections were carried out in accordance with the provisions of Canada's bilateral agreements, and consultations on safeguards matters were held with a number of governments and with the European Atomic Energy Community.

During the past year Canada, India and the International Atomic Energy Agency concluded a trilateral safeguards agreement providing for Agency application of safeguards on the two nuclear-power reactors being built at the Rajasthan Atomic Power-Station by India with assistance from Canada and on the Douglas Point Nuclear Generating Station on Lake Huron constructed by AECL. Bilateral safeguards between Canada and India will now be suspended in favour of IAEA inspection on both stations. This reciprocal safeguards agreement is unique. The conclusion of the trilateral agreement reflects a longstanding Canadian Government policy of turning over bilateral safeguards arrangements to the IAEA for the development of an international system of safeguards.

Under the Treaty for the Non-Proliferation of Nuclear Weapons, Canada and over 60 other adherents are obliged to conclude safeguards agreements with the IAEA by next spring. A number of such agreements are already in force for some states and Canada is expected to conclude its agreement with the Agency before the end of the year.

In September 1971, the Japanese Atomic Energy Agency and AECL met in Tokyo for their biennial conference. An agreement was signed to facilitate the exchange of unclassified information on the development of nuclear-power reactors using heavy water as a moderator.

Canada sent a large scientific technical delegation to the fourth United Nations Conference on the Peaceful Uses of Nuclear Energy, held in Geneva from September 6 to 16, 1971. The Secretary of State for External Affairs, the

Honourable Mitchell Sharp, delivered a paper entitled "Nuclear Energy and World Peace". Mr. Sharp's presence marked the first time that the Conference had been addressed by a foreign minister.

During the latter part of the year, Canadian officials participated in international discussions with various countries, including the United States, on the subject of enrichment of uranium with respect to the offer from the U.S. last summer to explore the possibility of sharing its enrichment technology.

### International Telecommunications

On August 20, 1971, Canada signed two new agreements respecting the International Telecommunications Satellite Organization. The first was an inter-governmental agreement defining the permanent new structure of INTELSAT. It lays down the basic principles by which countries wishing to be associated with the establishment and development of a world-wide commercial telecommunications satellite system are to abide. The second, an operating agreement, designates the operating companies nominated by their respective governments to share in the financing, management and use of the INTELSAT system.

These two new agreements replace the interim arrangements arrived at in 1964 by the organization's ten founding members, of which Canada was one. The present membership is 79, 40 of them receiving telephone, telex, data-transmission and, occasionally, television service from INTELSAT satellites in synchronous orbit over the Atlantic, Pacific and Indian Oceans. Plans exist for 54 countries to be using the system by the end of 1972 and 62 by the end of 1973. Under the new arrangements, the American Comsat Corporation will continue to be responsible for the technical aspects of management over an interim period of six years, after which an international manager will assume this function.

The Canadian Overseas Telecommunications Corporation has been using the Atlantic Ocean segment of the INTELSAT system since October 1966. Through its two earth stations at Mill Village, Nova Scotia, the Corporation has established links with 19 countries in that part of the world. Facilities now being built at Cowichan Lake, British Columbia, will become operational in 1972, and will then provide direct links with countries on the Pacific Rim. The COTC is the fifth largest user of the INTELSAT system.

Canada participated in a meeting of the Commonwealth Telecommunications Council in Nairobi in October 1971. Canada is represented on the CTC by the Canadian Overseas Telecommunication Council.

On March 31, 1971, Canada concluded a Third-Party Amateur Radio Agreement with the Dominican Republic and negotiations leading towards similar agreements are being undertaken with a number of other countries, mainly in Latin America.

### Aeronautical Satellites

Since the beginning of the year, Canada has participated in discussions with the United States Federal Aviation Administration (FAA) and a group of countries belonging to the European Space Research Organization (ESRO), with a view to joining in an experimental program to study the use of satellites for air-traffic control and communications with aircraft over the Atlantic and

Pacific Oceans. The experimental program foresees putting up two satellites over the Atlantic and two over the Pacific by 1977, together with the necessary ground-control and earth-terminal stations. Negotiations on the memorandum of understanding are still under way. Given a satisfactory outcome, Canada will with ESRO and the FAA, become a full member of the joint AEROSAT program which will conduct the experiments and test the equipment involved in the new system.

#### Civil Aviation

In February 1971, a bilateral agreement providing for the operation of commercial scheduled air-services was concluded with the Government of Israel and services between the two countries began at the end of March. Revisions to the 1961 Canada-Mexico air agreement negotiated in November 1970 were effected in an exchange of notes in March 1971. Informal discussions covering both scheduled and charter air-services with the United States were held in October. Negotiations with Italy for access to Toronto were held in November.



## DEFENCE AND ARMS CONTROL

Foreign and defence policies are closely interrelated. Consequently, to pursue them in consonance with national objectives requires continuing close co-operation between the Department of External Affairs and other departments concerned, particularly the Department of National Defence. The *Bureau of Defence and Arms Control*, consisting of the *Defence Relations Division* and the *Arms Control and Disarmament Division*, is responsible for these aspects of the Department's work.

The co-ordination of Canadian foreign and defence policies in connection with Canada's participation in the defence arrangements of the North Atlantic Treaty Organization and of North America, its participation in peacekeeping activities and its membership in the Conference of the Committee on Disarmament in Geneva is one of the primary functions of the Bureau working through a variety of interdepartmental channels. The Secretary of State for External Affairs is the Chairman of the Cabinet Committee on External Policy and Defence, the meetings of which are usually attended by the Under-Secretary or his representatives. Memoranda and background reports for these meetings are made available by the Bureau to the Under-Secretary and the Secretary of State for External Affairs on subjects falling within the Bureau's area of responsibility. The Department is regularly represented by the Director-General of the Bureau at meetings of the Defence Council in the Department of National Defence and on several interdepartmental bodies that advise on aspects of defence policy. The Bureau also provides the External Affairs member and the Secretary of the Canadian Section of the Canada-United States Permanent Joint Board on Defence, as well as the departmental representative on the Canadian Section of the Canada-U.S.A. Civil Emergency Planning Committee.

## Defence Relations Division

North American Section

With the publication of the defence White Paper in August, the Government reaffirmed its intention to continue to co-operate with the United States in the defence of North America. At the same time, the Paper provided a policy framework for further decisions on questions relating to the protection of Canada, and the Canadian contribution to North American defence. The principal consultative mechanism for Canada-U.S. co-operation in defence matters is the Permanent Joint Board on Defence. In October 1971, the Prime Minister appointed Senator John Aird to replace the late Mr. A.D.P. Heeney as Chairman of the Canadian Section of the Board. The Bureau of Defence and Arms Control Affairs provides the External Affairs member and the Canadian Secretary of the PJBD, while the Department of National Defence provides the balance of the membership of the Canadian Section. The Board held three meetings in 1971 and continued its valuable work in promoting co-operation between Canada and the United States in matters of joint defence.

The Division's North American Section remained closely involved in the implementation of the Government's decisions contained in the White Paper concerning the protection of Canadian sovereignty and the defence of North America, and also maintained liaison with the various departments and agencies dealing with emergency planning. The Section represented the Department of External Affairs as a member of Canada-U.S. civil emergency planning committees.

#### NATO Section

The Government's views on the North Atlantic Treaty Organization, particularly in the political sphere, were outlined in the volume on Europe of *Foreign Policy for Canadians*, published in 1970. The defence White Paper of August 1971 further defined the Government's position and indicated its intentions with respect to Canada's military contributions to the alliance. In the White Paper, the Government "reaffirmed Canada's adherence to the concept of collective security, and announced that Canada would continue to station significant though reduced forces in Europe as part of the NATO integrated force structure.... The decision reflected the Government's judgment that Canadian security continues to be linked to Western Europe and that Europe is still probably the most sensitive point in the East-West balance of power. It is the area from which any conflict, however limited, might most readily escalate into all-out nuclear war engulfing Canadian territory".

While a deliberate attack on Western Europe now seems improbable -- in large measure as a result of NATO's success over the years -- hostilities could still occur as a result of miscalculation or accident. Nevertheless, a number of developments took place during 1971 that indicate a certain measure of progress toward *détente* in Europe. In September, the first stage of the Berlin negotiations reached a successful conclusion with the signing of a Four-Power Agreement on Berlin. With agreement on the second stage of those negotiations, the inter-German talks in early December, a major step forward was taken. When the third and final stage of the Berlin talks has been successfully concluded, multilateral talks on a wide-ranging conference on security and co-operation in Europe will be able to take place.

At their meeting in Lisbon in June 1971, foreign ministers of countries participating in NATO's integrated defence program reaffirmed their desire to discuss the subject of mutual and balanced force reductions (MBFR) with the Soviet Union and other European countries. They welcomed the response of Soviet leaders, indicating possible readiness to consider this subject, and agreed that continued efforts should be made to determine whether common ground existed on which to base MBFR negotiations. Accordingly, at a meeting of deputy foreign ministers and senior officials held in Brussels on October 5 and 6, the mandate of a representative to conduct exploratory talks with the Soviet Government and other governments concerned was discussed and approved and Mr. Manlio Brosio was invited to be the representative. At the North Atlantic Council meeting in Brussels in December, the ministers noted with regret that the Soviet Union had so far failed to respond to the allied initiative. They reaffirmed their support for Mr. Brosio's exploratory mission and expressed the hope that he would soon be able to go to Moscow.



Throughout the year, Canada played an active role, both within the NATO framework and bilaterally, in the consultations among governments of East and West on these important questions. The NATO Section of the Division, working with other units of the Department, co-ordinated the formulation of Canadian views, provided instructions and guidance to the Canadian Delegation to NATO in Brussels, and co-operated with other departments concerned with the political, economic and military aspects of NATO affairs.

### Military Assistance and Peacekeeping Section

This Section is responsible for the co-ordination of Canada's military training assistance programs (an activity that is financed through the Department's appropriations) and Canada's contribution to current peacekeeping operations. In performing these functions, the Section works closely with other divisions within the Department and with the Department of National Defence. A number of other matters requiring intergovernmental or interdepartmental consultation are also handled by officers of the section.

Canada's military training assistance programs, initiated in response to requests from developing countries, have continued during 1971. One technical officer remains to assist the Tanzanian People's Defence Force transport air wing and one pilot has been provided to advise and assist in the Tanzanian pilot training program. A pilot adviser has also been provided to Malaysia in addition to two Defence Research Board scientists. The Canadian Armed Forces training team in Ghana, which was established in 1961, was reduced in strength to ten officers during the past year and is expected to continue at a further reduced strength for the time being. Under the program for training in Canada, some 54 officers, officer cadets, and non-commissioned officers from 12 developing countries attended military courses at various Canadian Forces training schools. Military training assistance will continue to be provided to developing countries during 1972.

Canadian military personnel continued to serve throughout 1971 with the United Nations Truce Supervisory Organization in the Middle East (UNTSO), the United Nations Military Observer Group India-Pakistan (UNMOGIP) in Kashmir, and the United Nations Force in Cyprus (UNFICYP). Canada's largest contribution to United Nations peacekeeping continues to be the 580-man contingent in Cyprus. In December 1971, the Security Council extended the mandate of the Force until June 1972 and Canada agreed to maintain its contingent for the same period. A number of disturbing developments have taken place in Cyprus during 1971 and the situation remains uncertain. UNFICYP's continued presence is considered necessary to assist in the maintenance of stability while the slow search for a political settlement through intercommunal talks continues.

The Section continues to be responsible for the co-ordination of diplomatic clearances for naval visits, and also for overflights and landings of Canadian military aircraft overseas and of foreign military aircraft in Canada.

Other functions include assistance to the National Defence College (the Department provides a senior officer on the Directing Staff) in arranging its overseas tours, diplomatic co-ordination of visits abroad by senior members of the Department of National Defence, and arrangements for certain military



training exercises conducted abroad by the Canadian Armed Forces, as well as various other matters not handled by the NATO or North American Sections.

### Arms Control and Disarmament Division

The high priority Canada assigns to the task of working to stop the arms race in nuclear and other weapons as a means of contributing to Canadian security and to a less dangerous world environment remained undiminished throughout 1971. Canadian representatives to the Conference of the Committee on Disarmament (CCD) in Geneva, the United Nations General Assembly and NATO continued to press for forward movement on arms-control issues and to look for ways of facilitating progress. These efforts were co-ordinated by the Arms Control and Disarmament Division.

Although 1971 was not a year of major achievements in arms control and disarmament, there were several significant and positive developments. These included:

- (a) the continuing bilateral negotiations between the two major nuclear powers on ways to curtail the strategic arms race;
- (b) the successful completion by the CCD of the text of a treaty prohibiting the development, production and stockpiling of biological and toxin weapons and providing for their destruction, and its endorsement by the twenty-sixth General Assembly;
- (c) the NATO initiative to explore whether the Soviet Union was willing to enter into serious discussions on mutual and balanced force reductions in Europe;
- (d) the continuing efforts by Canada in the CCD to achieve a ban on underground nuclear-weapons tests or, pending such a ban, the adoption by the testing powers of interim restraints to reduce the size and number of tests; and
- (e) the opening for signature of the Seabed Arms Control Treaty, which was negotiated in 1970.

### Strategic Arms Limitation Talks (SALT)

The United States has followed the practice of consulting its allies in the North Atlantic Council concerning the substance of its bilateral negotiations with the Soviet Union on measures to curb the strategic arms race. These NATO consultations have afforded Canada an excellent opportunity to make its views known and to contribute constructively to the negotiations, which relate to the security not only of the two participants but also of the international community as a whole.

In the course of 1971, the SALT negotiators concluded and announced the completion of two minor, subsidiary agreements. The first provides for procedures of consultation and co-operation designed to try to guard against and deal with potentially dangerous incidents or situations related to nuclear

weapons; the second provides for improvements in existing telecommunication links between Washington and Moscow ("the hot line"), using satellite relays. The most significant development, however, was the joint announcement on May 20, 1971, that the United States and the Soviet Union had agreed to concentrate in the next year or so on working out an agreement for the limitation of the deployment of anti-ballistic missile (ABM) systems and that, together with this agreement, they would agree on "certain measures with respect to the limitation of offensive strategic weapons". The announcement also implied that, at a later stage, the ABM systems agreement and the interim "freeze" on certain offensive systems should be followed by "further negotiations to limit all strategic arms". Canada welcomed this announcement as an indication that some progress had been made, but it is not yet known how long it will take to translate this understanding in principle into agreements.

### Nuclear-Weapons Testing

Progress towards the achievement of an agreement to ban nuclear-weapons testing underground (to complete the Moscow Partial Test Ban Treaty of 1963, which prohibits tests in the atmosphere, in outer space and under water) has been complicated, in part, by the deadlock between the United States and the Soviet Union on verification. The United States has insisted since the opening of negotiations in the late 1950s on the need for some obligatory on-site inspections to try to clarify ambiguous seismic events that cannot be classified either as earthquakes or tests by seismological means alone. For its part, the Soviet Union has insisted (since 1962) that on-site inspections are unnecessary and unacceptable.

To date, the two major nuclear powers have been unwilling to explore the middle ground between themselves or to undertake serious negotiations in search of a solution. Despite this lack of progress, useful technical work has been submitted to the CCD by Canada and other members in an effort to clarify aspects of the seismological verification issue. The studies by Canadian experts tabled in the CCD have tended to demonstrate that, with improved techniques and equipment for seismological monitoring of an underground test ban and with international co-operation in seismic-data exchange, the dimensions of the long-standing verification problem can be sharply reduced.

Although three resolutions were introduced at the twenty-sixth General Assembly concerning underground tests, it was only the resolution sponsored by Canada that received very large support and was addressed directly to seeking a solution to the problem and difficulties. The Canadian resolution focused on the following objectives:

- (a) assigning priority to the underground test-ban issue in the CCD next year;
- (b) seeking to have the two major testing states resume negotiations, which have been suspended for over eight years, and to submit to the CCD specific proposals for an agreement that could lead to a solution of the verification problem; and
- (c) advocating reciprocal measures of restraint to reduce testing pending the achievement of a complete test ban.

Unfortunately, all five nuclear powers either abstained on or (in the case of China) opposed this resolution.

This latter aspect of the Canadian resolution (c) was a continuation of efforts in the CCD in 1971 to focus attention on the need, in view of the protracted delay in achieving an underground test ban, for the two major powers to adopt without delay reciprocal measures of restraint to reduce their testing. In particular, the Canadian proposal in the CCD, as elaborated in 1971, called on both of the two major testing powers to undertake, perhaps on the basis of a bilateral understanding between themselves, some or all of the following steps:

- (a) as an earnest of their good faith in working towards an underground test ban, to begin as soon as possible to scale down their underground test programs, starting with higher-yield testing and working downwards;
- (b) to announce in advance the details of underground nuclear explosions so that existing seismological monitoring facilities could be more easily tested and improved;
- (c) to take special measures of protection against possible environmental risks connected with testing; and
- (d) to co-operate in the use, development and improvement of facilities for the monitoring of underground tests by seismological means to the maximum extent possible.

#### Chemical and Biological Weapons (CBW)

The twenty-sixth session of the General Assembly endorsed with virtual unanimity the draft treaty prohibiting the production, stockpiling and development of biological and toxin weapons, which had been worked out in the CCD in 1971. This treaty, which is designed to supplement the ban on the use of bacteriological weapons in war contained in the Geneva Protocol of 1925, is expected to be opened for signature and ratification in 1972. The draft biological weapons treaty, which was developed by the United States and the Soviet Union in the CCD, taking into account suggestions made by Canada and other members, was based in large measure on an earlier draft biological-weapons treaty submitted by Britain, which Canada has strongly supported. Accordingly, Canada joined in co-sponsoring the text of the agreement in the CCD and the resolution commending it in the General Assembly.

Still lacking is a treaty to prohibit the development, production and stockpiling of chemical weapons, whose use in warfare is also banned by the Geneva Protocol. Agreement on such a treaty has been much more difficult to reach because, unlike biological weapons, chemical weapons pose an intractable problem in view of the difficulty of devising any adequate but non-intrusive means of verification.

During 1971, the Division continued the task of contributing to the detailed studies on MBFR undertaken in NATO. This role was filled in close co-operation with the Department of National Defence and in consultation with the Defence Relations Division.



## Seabed Arms Control Treaty

The Treaty banning the emplacement of nuclear weapons and other weapons of mass destruction (i.e., CBW) on the seabed and deep-ocean floor beyond a 12-mile coastal band, which was endorsed by the twenty-sixth General Assembly, was opened for signature on February 11, 1971. Canada signed on that date. The Treaty will enter into force as soon as it has been ratified by 22 governments, including the three depositary states -- the United States, the Soviet Union and Britain.

## World Disarmament Conference

In September 1971, the Soviet Union submitted to the twenty-sixth session of the General Assembly a draft resolution calling for the convening of a World Disarmament Conference and suggesting that a date for it be set by the end of 1972. The Canadian position was that, if it were to be a constructive move towards arms control and disarmament, it would be desirable for such a conference to be preceded by adequate preparation, to include among its participants all nuclear powers, and to be held within the framework of the United Nations. During discussion of this item at the twenty-sixth General Assembly, lack of agreement among member states as to the desirability of, and the terms of reference for, such a conference resulted in the replacement of the original draft resolution by a resolution sponsored by a group of non-aligned countries, which advocated that careful consideration be given to the convening, following adequate preparation, of a World Disarmament Conference open to all states and invited states to inform the Secretary-General of their views.

## Conference of the Committee on Disarmament

The representation of the People's Republic of China in the United Nations is an event of important potential significance for the comprehensiveness of future arms-control and disarmament negotiations. In particular, it raises the questions of China's future relation with the CCD and of related problems connected with the structure of the Committee that will no doubt have to be examined by the Committee next year. Canada has long been an advocate of the need to engage both China and France in such efforts.

## LEGAL AFFAIRS

The *Bureau of Legal and Consular Affairs* comprises three divisions -- *Legal Advisory, Legal Operations and Consular.*

## Legal Advisory Division

A legal advisory service is provided to other Divisions of the Department on matters of international law relating to Canadian and foreign policy by the Legal Advisory Division. In the performance of this role, the Division maintains liaison with the Department of Justice, the Office of the Judge Advocate General and the Legal Offices of other government departments. It is concerned also with Canada's role in the development of international law and in connection with traditionally legal matters such as diplomatic relations and treaties. The Division consists of three sections: the Claims Section, concerned with the protection of property and interests abroad of Canadian citizens; the Economic and Treaty Section, advising on treaty interpretation, assisting in the preparation and interpretation of international agreements, making sure that treaties entered into by Canada are conducted in accordance with Canadian constitutional procedures, maintaining treaty records, registering treaties with the United Nations and advising on the legal aspects of Canada's international economic relations; and the Constitutional and Advisory Section, advising on the constitutional aspects of Canada's international relations with respect to the recognition of states and governments and on diplomatic and consular privileges and immunities.

## Legal Operations Division

An operational arm of the Department for a number of international legal subjects is provided by the Legal Operations Division. In this capacity, the Division participates in United Nations activities on legal questions as well as other topics having legal implications and has particular responsibility for Canada's position on subjects being discussed by the Sixth (Legal) Committee of the United Nations General Assembly. It is also concerned with the development of international law in areas involving new problems such as outer space, the sea and seabed, and the environment. The Division consists of four sections: the Environmental Law Section deals with international legal problems relating to the prevention and control of activities causing extra-territorial pollution, and the preparation of Canada's position at conferences on international environmental problems; the Law of the Sea Section is responsible for territorial waters, fishing-zones and the continental shelf, the peaceful uses of the seabed, and preparation for the Canadian position at law of the sea conferences; the United Nations and Legal Planning Section is concerned with United Nations legal and human rights items, the law of outer space, air law (including the evolution of a legal regime to safeguard international civil aviation) and the planning of Canadian policy on legal and quasi-legal issues; and the Private International Law Section assists in the conduct of international civil practice and procedures, the production, service and transfer of documents in legal proceedings abroad and the arrangement for judicial and legal services to and from Canada and other countries, including the authentication of documents and matters pertaining to nationality and citizenship.

## Development of International Law

A first Conference of Government Experts was convened by the International Committee of the Red Cross in Geneva from May 24 to June 12, 1971, to consider the four Geneva Conventions of 1949 with a view to reaffirming, as well as developing, international humanitarian law applicable in armed conflicts. In the Canadian view, the main gap in the Geneva Conventions was the lack of humanitarian laws governing situations that could not be classified as international armed conflicts. The Canadian delegation proposed a draft protocol to the Geneva Conventions that would set minimum standards of conduct in non-international as well as international armed-conflict situations. Owing to lack of time, however, substantive consideration could not be given to the Canadian draft articles. The Canadian delegation will follow up this initiative at the second Conference, which will be held in May 1972.

The 35-member United Nations Special Committee on the Question of Defining Aggression, of which Canada is a member, met in New York for its fourth session from February 1 to March 5, 1971, but was still unable to reach agreement on many of the basic issues. The report of the Special Committee was discussed in some detail during the twenty-sixth session of the United Nations General Assembly. The Canadian delegation, while continuing to believe that a definition might hinder rather than assist the competent organs of the United Nations, declared that Canada was willing to continue serving on the Special Committee. However, a breakthrough could not be made unless there was more readiness to seek out the common ground upon which a generally-acceptable definition might be based. In this perspective, the Canadian delegation outlined compromise solutions on the various outstanding issues, which, if accepted by all sides, would greatly increase the probability of early agreement on a definition. The resolution passed by the General Assembly invited the Special Committee to continue its work in 1972.

A resolution passed during the twenty-fifth General Assembly invited member states to submit their comments and views on the future role of the International Court of Justice. The Canadian submission to the Secretary-General outlined proposals that, in the Canadian view, would increase the effectiveness of the Court. Among the Canadian suggestions were proposals that would establish an international system of legal aid, permit the Court to give advisory opinions to international institutions, make greater use of oral evidence in lieu of written submissions, and create functional and regional chambers of the Court. In the Canadian view, states should not consider the recourse of another state to the Court as an "unfriendly act" but rather as a contribution to the advancement of the rule of law among nations. The Canadian delegation at the twenty-sixth session of the General Assembly co-sponsored a resolution to set up an *ad hoc* committee to study the various proposals submitted by governments and to make recommendations to increase the Court's effectiveness. However, a number of delegations seemed to prefer the *status quo* and the General Assembly resolution, which was finally accepted without objection, invited comments on the future role of the Court from member states that had not yet submitted them and postponed a decision on an *ad hoc* committee until the twenty-seventh session of the General Assembly.

The report of the United Nations Commission on International Trade Law (UNCITRAL) on the work of its fourth session was considered by the General



Assembly's Sixth Committee. The Canadian delegate suggested that the workload of the Commission should include a study on the activities of multinational corporations. This suggestion was made to encourage the creation of international guidelines for these institutions. A number of other delegations expressed interest in this suggestion.

The International Law Commission's report on its 1971 work was also considered by the General Assembly's Sixth Committee. Canada supported a request, which was approved unanimously, for the International Law Commission to study, as soon as possible, the question of the protection and inviolability of diplomatic agents, with a view to preparing a set of draft articles dealing with offences committed against diplomats. The ILC has placed this topic on its provisional agenda for its 1972 session.

### Law of the Sea

By Order in Council P.C. 1971-366 of February 25, 1971, the Government prescribed as fishing-zones of Canada certain areas of the sea adjacent to the coast of Canada, pursuant to the amendments to the Territorial Sea and Fishing Zones Act adopted in June 1970. "Fishery closing lines" have thus been drawn across the entrances to the Gulf of St. Lawrence, Bay of Fundy, Dixon Entrance, Hecate Strait and Queen Charlotte Sound. Canadian pollution-control jurisdiction has also been extended to these areas by virtue of the June 1970 amendments to the Fisheries Act and the amendments to the Canada Shipping Act adopted on March 30, 1971.

During 1971, Canada continued its active participation in the UN Committee on the Peaceful Uses of the Seabed and Ocean Floor beyond the Limits of National Jurisdiction, which held two sessions at Geneva in the course of the year. The membership of the Committee has been expanded from 42 to 86 states and its mandate broadened to include preparations for a third conference on the law of the sea provisionally scheduled for 1973 pursuant to Resolution 2750 C (XXV) of January 14, 1971. That resolution calls for a conference to deal with a large variety of issues, including: (1) the establishment of an equitable international regime (including international machinery) for the seabed and ocean floor beyond the limits of national jurisdiction; (2) a precise definition of this area of the seabed; (3) the breadth of the territorial sea and the question of international straits; (4) fishing and conservation of the living resources of the high seas, including the preferential rights of coastal states; (5) the preservation of the marine environment and the prevention of marine pollution; and (6) marine scientific research. The adoption of Resolution 2750 C required extensive negotiations in the light of the divergence of views on the scope of the conference and the priority attaching to the various issues it will consider. Canada was among the countries favouring a broad mandate for the conference and the Canadian delegation chaired the negotiating group that brought about agreement on the compromise resolution finally adopted.

In January 1971 the General Assembly was also able to agree, in Resolution 2749 (XXV), on a declaration of principles applicable to the seabed and ocean floor, and the subsoil thereof, beyond the limits of national jurisdiction. The declaration, in essence, affirms that this area of the seabed and ocean floor constitutes the "common heritage of mankind" and is not subject to national appropriation or claims of sovereignty; the area shall be reserved

for exclusively peaceful purposes and the exploration and exploitation of its resources shall be governed by an international regime and international machinery that are to be established, and shall be carried out for the benefit of mankind as a whole, taking into particular consideration the interests and needs of the developing countries. The declaration of principles is not legally binding but represents the consensus of the international community and is intended to serve as the foundation of the proposed international seabed regime and machinery. Canada played an active role in securing agreement on the declaration and was among the first states to signify acceptance of these principles.

At the bilateral level, Canada concluded, in January 1971, two fisheries agreements with the U.S.S.R. with respect to Soviet fishing operations off the west coast. The first of these agreements provided that the Soviet fishing-fleet would move off a designated area of the high seas off Vancouver Island in return for certain port privileges and for permission for Soviet vessels to fish and conduct loading and unloading operations in designated areas of Canadian waters. The second agreement established certain provisional rules of navigation applicable to both countries off the Pacific coast of Canada and is intended to avoid the possibility of collisions and damage to fishing-gear in the region concerned.

Also at the bilateral level, Canada held talks in 1971 with all the countries pursuing traditional fishing practices in its territorial sea and fishing-zones on the east coast. An agreement was concluded with Norway on the phasing-out of Norwegian fishing operations in these areas, and a second agreement with Norway, on the conduct of sealing in the Northwest Atlantic, was ratified by the Norwegian and Canadian Governments in December 1971. The bases for possible phasing-out agreements have also been worked out with Britain, Portugal and Denmark. Negotiations also took place with France concerning both French treaty rights and traditional fisheries and a draft agreement has been worked out for submission to governments. Phasing-out negotiations with Spain are continuing.

#### Environmental Law

The Environmental Law Section was established in 1970. Its inclusion in the Legal Bureau of External Affairs reflects the rapid growth of public interest in environmental problems and the prevention of pollution deriving from a variety of activities having international implications. The call for appropriate measures for the prevention and control of pollution has created a need for new forms of international co-operation in both the scientific and legal fields. Both municipal environmental law and international environmental law are in a highly evolutionary state and new means, both technical and regulatory, are being sought to control human activities that give rise to the degradation of the environment.

In pursuing this role, the Environmental Law Section co-operates closely with and advises as required the Scientific Relations and Environmental Problems Division of the Department of External Affairs, which has general responsibility in the Department for environmental matters.<sup>(1)</sup> It also co-operates closely

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(1) See Page 37.



with other government departments, in particular the Department of the Environment and the Ministry of Transport, in the examination and study of international environmental problems. There are numerous international and intergovernmental bodies working on environmental problems, such as the World Health Organization (WHO), UNESCO, the Intergovernmental Maritime Consultative Organization (IMCO), ICAO, the World Meteorological Organization (WMO) and others within the United Nations system. The Organization for Economic Co-operation and Development (OECD), through its committee on environmental questions, is studying, in particular, questions relating to the cost burden of pollution-control measures; the North Atlantic Treaty Organization (NATO) Committee on the Challenges of Modern Society (CCMS) is carrying out a number of pilot projects on pollution problems. The pace of international activity on environmental problems is increasing as the date approaches for the UN Conference on the Human Environment in Stockholm in June 1972. The preparatory work for this conference and related conferences such as the 1973 Intergovernmental Maritime Consultative Organization Conference on Marine Pollution and the proposed conference in 1973 on the law of the sea have raised legal issues and considerations concerning measures for the prevention or control of activities giving rise to international pollution and other environmental problems.

The preparation of the Canadian position for participation in these conferences and committees has made heavy demands upon the resources of the Environmental Law Section. One of the main projects for the Conference in Stockholm next year will be the adoption of a Declaration on the Human Environment. Canada views the Declaration as an opportunity to influence the development of environmental law, and the Environmental Law Section has been deeply involved in the intergovernmental negotiations preparing a Draft Declaration for submission to the Stockholm Conference. An Intergovernmental Working Group on Marine Pollution that was given the responsibility of preparing action proposals on the marine-pollution problem for the Stockholm Conference met in Ottawa in November 1971. The Environmental Law Section was responsible for co-ordinating the preparation of the Canadian position for the Ottawa meeting. The section is also concerned with the preparations for Canadian participation in an intergovernmental meeting on ocean dumping, to take place in Reykjavik, Iceland, in April.

### Peaceful Uses of Outer Space

The United Nations Committee on the Peaceful Uses of Outer Space and its Legal Sub-Committee have for the past eight years been elaborating a Draft Convention on International Liability for Damage Caused by Space Objects. In 1969, agreement was reached on all articles of the Draft Convention except for provisions on (a) the amount of compensation payable and the applicable law to determine the compensation and (b) measures for the compulsory settlement of disputes. Canada, with Sweden, Japan and Iran, took a firm position, insisting that any convention be as victim-oriented as possible. In particular, these countries pressed strongly for an article on applicable law which would refer specifically to the law of the place where the damage occurs (*lex loci delicti commissi*), since the law of the victim rather than of the country creating the damage should apply, and for a provision for binding arbitration in the event that the states directly concerned could not reach agreement on responsibility for damage and the amount of compensation. However, at the June 1971 session of the Legal Sub-Committee, the U.S.A. and U.S.S.R. agreed to a "compromise



package" on both questions that did not meet either of these points. Reflecting the "compromise", Article XII states that compensation shall be determined in accordance with international law and the principles of justice and equity in order to restore the person or state to the condition that would have existed if the damage had not occurred, and Article XIX states that decisions of the Claims Commissions to be established under the proposed Convention shall be recommendatory only, unless the states concerned agree that these decisions shall be binding.

At its twenty-sixth session, the United Nations General Assembly, on the recommendation of the Outer Space Committee, endorsed the Convention on International Liability for Damage caused by Space Objects. The Convention will now be open for signature and ratification and will enter into force on the deposit of the fifth instrument of ratification. Canada, Iran, Japan and Sweden were the only countries that abstained in the vote on the resolution commending the Convention. Most other countries, while willing to endorse the Convention on the grounds that it was the best compromise achievable, would have preferred arbitration awards to be binding rather than merely recommendatory. Accordingly, Canada proposed in the First Committee that states consider making declarations, when they sign or ratify the Convention, to accept arbitration decisions as binding *vis-à-vis* any state that makes a reciprocal declaration. This option was incorporated in the resolution commending the Convention.

At the September 1972 session of the Outer Space Committee and at the twenty-sixth session of the General Assembly, Canada announced its intention to submit a draft convention on the registration of objects launched into outer space for consideration by the Legal Sub-Committee at its 1972 session. The Outer Space Committee decided that the Legal Sub-Committee should give this question priority in 1972 (with questions relating to the moon).

### Unlawful Interference with International Civil Aviation

Canada was an active participant in the Diplomatic Conference on Air Law that met from September 8 to 23, 1971, in Montreal under the auspices of the International Civil Aviation Organization (ICAO), to conclude and sign an international Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation. Canada was one of the 31 states that signed the Convention on September 23. The Convention will enter into force after it is ratified by ten signatory states. The Convention, which is based on a draft text worked out by the ICAO Legal Committee at its eighteenth session in London from September 29 to October 22, 1970, provides for effective legal measures to deter acts of sabotage, armed attacks and other forms of violence directed against international civil aviation and its facilities. Accordingly, it is an essential supplement to the Convention on the Suppression of Unlawful Seizure of Aircraft (hijacking) signed at The Hague on December 16, 1970.

### Claims

In 1964, the Department began fresh efforts to obtain claims agreements for lump-sum settlements of the outstanding claims of Canadian citizens against Eastern European countries arising from the nationalization or confiscation of the property of Canadian citizens after the Second World War.

In June 1966, an agreement was signed with Bulgaria for \$40,000. The claims were adjudicated and the proceeds have been distributed. In June 1970, an agreement was signed with Hungary in the amount of \$1.1 million payable in five equal annual instalments. The claims are being adjudicated by the Foreign Claims Commission.

In July 1971, an agreement was signed with Romania in the amount of \$1.4 million payable in quarterly instalments as a percentage of Romanian exports to Canada, and in October an agreement was signed with Poland in the amount of \$1.225 million payable in seven equal annual instalments. Under both agreements, claims will be adjudicated by the Foreign Claims Commission.

In 1967, agreement was reached with Czechoslovakia to negotiate a settlement of Canadian claims against that country. The claims were transmitted to the Czechoslovak authorities in March 1970. Negotiations were held in Prague and Ottawa during 1971.

An agreement has been reached with Cuba to start claims negotiations in the near future and agreement to begin negotiations with Yugoslavia is expected shortly.

In addition, the Department has raised with the authorities of a number of other countries the claims of Canadian citizens arising out of the taking of property without compensation. It has also extended informal assistance to Canadian citizens who have submitted claims to the Federal German Republic arising out of their mistreatment and persecution during the war.

### Consular Division

The Consular Division is responsible for dealing with all consular matters except for passports and other travel documents that are the concern of the Passport Office. In addition to the constant flow of enquiries from the public at home, the Division provides daily guidance and instructions to Canadian posts abroad, especially with regard to assistance and protection of Canadian citizens who are travelling in ever-increasing numbers in all regions of the world. Many millions of Canadians cross the border into the United States every year, thousands of others follow the traditional routes to European countries, and a substantial and growing number of young Canadians are attracted by Mexico, South America, Africa, and far-distant countries such as Nepal and Afghanistan. As an example, estimates of travel by Canadians in 1971 range from 460,000 visitors to Britain to 10,000 visitors to Thailand.

Besides providing for registration of Canadian residents abroad and making whatever arrangements might be practicable for their protection and the protection of Canadian property in foreign countries where emergency situations occur, consular services performed for Canadians residing or travelling abroad and for others, as appropriate, include:

#### Passports and Visas:

- (1) issuing diplomatic, special, ordinary and emergency passports;

- (2) issuing diplomatic and courtesy visas to foreign officials;
- (3) issuing immigrant and non-immigrant visas and letters of introduction in countries where these services are not available from resident Canadian immigration officers.

#### Citizenship:

- (1) providing advice and assistance on matters of citizenship;
- (2) maintaining a register of births.

#### Assistance:

- (1) providing relief and repatriation for Canadians temporarily distressed or disabled;
- (2) assisting Canadians under arrest or detention where appropriate;
- (3) assisting next-of-kin in case of death abroad;
- (4) assisting and advising Canadians taken ill or hospitalized abroad;
- (5) assisting Canadian veterans receiving pensions abroad;
- (6) advising and affording consular facilities to persons proceeding to and from Canada under Canadian aid and technical-assistance programs;
- (7) assisting Canadian ships and aircraft and their crews.

#### Legal:

- (1) performing notarial acts;
- (2) authenticating documents;
- (3) safeguarding the interests of Canadian citizens in estate matters;
- (4) providing advice and information on marriage procedures abroad, adoption procedures abroad, liability to military service, etc.

#### Miscellaneous:

providing information on education, tourism, Canadian customs regulations, taxation, children's allowances, workmen's compensation, vital statistics, the Old Age Security Pension and Canada and Quebec pension plans and Medicare.



The Consular Division initiates the drafting of consular agreements with other countries; advises on consular procedures; oversees the completing and amending of the *Manual of Consular Instructions*; maintains liaison with other departments and organizations concerned with matters of a consular nature.

## UNITED NATIONS AFFAIRS

The *Bureau of United Nations Affairs*, which consists of two divisions, *United Nations Economic and Social Affairs* and *United Nations Political and Institutional Affairs*, provides advice on and co-ordinates the implementation of Canadian policy towards the United Nations and the related "family" of Specialized Agencies and other bodies. A major function of the Bureau and its divisions is to assist in the appointment, briefing and co-ordination of the work of Canadian delegates who participate from time to time in nearly all of these bodies that offer an opportunity to advance Canadian policy objectives. In addition to its major co-ordinating responsibility, the Bureau has a variety of operational responsibilities and serves as the headquarters link with the Permanent Missions in Geneva and New York, as well as with other Canadian missions in respect of the UN tasks they discharge.

Despite its seeming weaknesses and handicaps, the United Nations system remains the most ambitious experiment yet made by the international community of states to reconcile the political, economic, social and cultural differences that have so often prevented nations from working together constructively for common ends. It continues to be an accurate reflection of a highly imperfect world in which the wide variety of the conflicting views about what is desirable and about how to pursue legitimate aims has made the business of "harmonizing the actions" of nations so conspicuously difficult. In his address to the twenty-sixth session of the United Nations General Assembly on September 29, 1971, the Secretary of State for External Affairs, the Honourable Mitchell Sharp, emphasized four problem areas that involved the world community. The first of these was armed conflict. Since, as he observed, the world was not yet ready for a supra-national authority, the community of nations must continue to make the best use of the United Nations to solve purely international conflicts and those conflicts of international proportions that had grown from the internal problems of the sovereign states. The second major problem area, and one in which Canada had special interest, was that of the physical environment and questions relating to it. Canada had been working toward the development of an adequate body of international law relating to the preservation of the environment in general, and to the marine environment in particular. It had supported and was working for successful deliberations at the Stockholm Conference on the Human Environment in 1972. The Minister urged all United Nations members, and the developing nations in particular, to take advantage of advances in technology in order to achieve their economic and social development without disturbing the balance of nature. On arms control and disarmament, which constituted another international problem area, there was urgent need for a determined and speedy effort to reach a total ban on underground nuclear testing. The major nuclear powers were encouraged to decrease the number and scope of nuclear tests and to give the highest priority to making the Non-Proliferation Treaty viable. The fourth problem area, that of world trade, was of significance for all, since every country had an interest in minimizing obstacles to trade and in facilitating it by the maintenance of a workable system of monetary exchanges. Much of the best work of the United Nations had been directed toward the creation of a world economy that would support all the

world's inhabitants so all might enjoy their inherent right to social justice in peace and dignity.

There were a number of questions of major significance that claimed the attention of the twenty-sixth United Nations General Assembly, which with a host of other matters, made an agenda of more than 100 items. On October 25, the General Assembly decided to restore all its rights and to recognize the representatives of the Government of the People's Republic of China as the only legitimate representatives of China at the United Nations. Accordingly, these representatives replaced those from Taiwan, who had previously represented China. The decision to seat the People's Republic of China at this time was made after procedural voting that eliminated the "important question" aspect. In the debate, Canada spoke in favour of a change in Chinese representation and supported the resolution providing for this. The vote was 76 in favour to 35 against, with 17 abstentions. Representatives of the People's Republic of China took their places on the Security Council, in the General Assembly, and on several UN committees during November. The question of Chinese membership in various UN Specialized Agencies at once became a matter for consideration. Owing to differences among the constitutions of the Agencies, Chinese participation had to be approached and handled in a variety of ways. By the end of 1971, decisions to recognize the PRC as the representative of China or withdraw the status given Taiwan had been taken by the General Agreement on Tariffs and Trade (GATT), the International Civil Aviation Organization (ICAO), the Food and Agriculture Organization (FAO), the International Labour Organization (ILO) and the UN Educational, Scientific and Cultural Organization (UNESCO).

After more than ten years in office, the Secretary-General, U Thant, retired following the end of the twenty-sixth session and was succeeded by Dr. Kurt Waldheim of Austria. The recommendation of Dr. Waldheim by the Security Council was approved unanimously by the General Assembly on December 22, 1971. In a special message to U Thant, Prime Minister Trudeau expressed the gratitude of the Government and people of Canada for his years of personal sacrifice and service to humanity. The Prime Minister also extended congratulations to Dr. Waldheim, pledging Canadian co-operation to help the new Secretary-General meet the challenges of his office.

By Resolution 2847, the General Assembly adopted a proposal that, by amending Article 61 of the United Nations Charter, raised the membership of the Economic and Social Council from 27 to 54. This change in composition is subject to ratification by two-thirds of the UN membership, including the five permanent members of the Security Council. The resolution reflected a widely-held view, particularly in developed countries, that ECOSOC needed revitalizing to make its role as a principal organ of the United Nations more meaningful in meeting the economic and social challenges of the modern world.

Another important matter to which the twenty-sixth session gave particular attention was the deterioration in relations, and ultimately war, between India and Pakistan. Despite the offer of the good offices of the Secretary-General and the co-ordination of much of the international relief effort assembled to help the millions of people who entered India from East Pakistan during 1971, the United Nations was unable to take any effective action to prevent the outbreak of hostilities. In the face of inability by the Security Council to act, owing to differences among the permanent members, the General



Assembly met in special session to debate the India-Pakistan conflict. On December 7 it passed, by an overwhelming majority, Resolution 2793, which called on both countries to establish a cease-fire and urged that efforts be intensified to bring about conditions necessary for the voluntary return of East Pakistan refugees to their homes. Canada supported this resolution, but informed the Assembly that it would have preferred that the call for a cease-fire had been accompanied by specific United Nations arrangements to supervise it and that the Security Council were in a position to address itself to the underlying political issues. Consequent upon the surrender of Pakistani troops in East Pakistan and the agreement of both sides to cease hostilities, the Security Council was able, on December 21, to pass Resolution 307, which demanded that the ceasefire arrangements initiated by India and accepted by Pakistan be strictly observed, called on member states to refrain from aggravating the situation, and authorized the Secretary-General to appoint, if necessary, a special representative to lend his good offices for the solution of humanitarian problems. As one of his last acts in office, U Thant appointed Mr. Winspear Guicciardi as his special representative.

The twenty-sixth session of the United Nations General Assembly devoted considerable time and attention to Middle Eastern questions. Canada abstained on the principal Middle Eastern resolution (prescribing specific conditions for resumption of the mission of the special representative of the Secretary-General, Ambassador Jarring) which was adopted in plenary. The Canadian abstention was based on the view that, since the resolution was not broadly acceptable to both parties to the dispute, it did not offer reasonable hope of contributing to an early resumption of the Jarring mission.

The Special Political Committee considered the problem of the Palestinian refugees in the debate on the annual report of the Commissioner General of the UN Relief and Works Agency for Palestinian Refugees. Resolutions were passed in the Committee and subsequently adopted in plenary renewing the mandate of UNRWA, giving full support for its work on behalf of the Palestinian refugees, and endorsing the efforts of the working group on UNRWA financing, which is trying to solve the serious financial problems confronting the Agency.

The question of the Palestinian refugees also arose during consideration in the Third Committee of the item on self-determination. In these and related discussions, the concern of the international community with the continuing tense situation in the Middle East was underscored.

### Peacekeeping and Peacemaking

A continuing aim of Canadian foreign policy is to work for the strengthening of the authority of the United Nations, particularly its capacity to act as a peacekeeping agency for the control of conflict and the mediation of disputes. Unfortunately, the United Nations was not permitted to become involved as a peacekeeping agency in the most recent Indo-Pakistan conflict. Nevertheless, throughout 1971 Canada worked hard in support of the principles of the United Nations Charter in pursuit of the objective of international security. Canada remained a participant in the three on-going United Nations peacekeeping operations: the UN Military Observer Group, India/Pakistan (UNMOGIP), the UN Truce Supervisory Organization in the Middle East (UNTSO), and the UN Force in Cyprus (UNFICYP). The Security Council voted to renew the mandate of the

peacekeeping force in Cyprus for a further six-month period, thereby extending its life to mid-June 1972. The Secretary-General of the United Nations, in response to his request, was advised that Canada would continue its contribution to the operation during the renewal period. Throughout the year Canada also maintained its standby arrangement and the training of Canadian forces for possible service in any new peacekeeping missions with the United Nations in which Canada agrees to participate.

Canada continued to work in the UN Special Committee on Peacekeeping Operations, known as the Committee of Thirty-three. This body met during 1971 to work on the establishment of agreements governing the methodology of peacekeeping operations. Canada provided one of the two vice-chairmen of the Committee (the position of chairman is currently not filled) and served on the small working group of the Special Committee engaged in detailed discussions of the problems associated with the establishment, command, control and financing of UN peacekeeping operations, particularly military observer missions authorized by the Security Council with the consent of the host country, known as "Model I".

Unfortunately, no appreciable progress was made by the Committee and its working group during 1971. Agreement still could not be reached on the key issues. Nevertheless, Canada supported proposals at the twenty-sixth session of the General Assembly to renew the Committee's mandate so that its work could continue. The resolution that was passed expressed regret that the Committee's mandate had not been fulfilled and recommended a more frequent exchange of views on peacekeeping questions through reports every three months by the working group. The resolution asked members of the United Nations to submit their views or suggestions by March 1972 and the Committee to report once again to the twenty-seventh session on any progress achieved.

### African Questions

During 1971, the problems of southern Africa continued to receive much attention at the United Nations. The advisory opinion of the International Court of Justice on the legal consequences of the continued presence of South Africa in Namibia (South West Africa) was issued on June 21. It found that states were under an obligation not to recognize the authority of the South African Government over Namibia, and that South Africa was under an obligation to withdraw from the territory. The Security Council considered the ICJ opinion in October and adopted Resolution 301 recommending various non-mandatory steps by which states could help give effect to the advisory opinion. At the twenty-sixth session of the Assembly, Resolution 2871, on Namibia, was adopted, which embodied a series of provisions relating to South Africa's presence in the territory. The Canadian delegation abstained on this resolution on the grounds that parts of it were too sweeping and impractical, while maintaining the Canadian position, which recognizes the legality of the UN assumption of jurisdiction over Namibia and favours an agreed transfer of administration there. Canada voted in favour of a resolution in support of the UN Trust Fund over Namibia.

The debates in the Special Political Committee on the *apartheid* policies of South Africa were marked by a continuation of the trend of recent years to extend the condemnation of *apartheid* to include a condemnation of states deemed



to be supporting South Africa through the maintenance of economic, political, or military relations with it. The Canadian delegation voted for a number of resolutions condemning various aspects of *apartheid* and for a resolution calling for cessation of arms shipments to South Africa, and abstained on other resolutions that were unsatisfactory in their financial, procedural or political implications. The human rights aspects of *apartheid* were also discussed in the Third Committee, where the Canadian delegate reaffirmed Canada's abhorrence of the system.

For the second year running, an amendment (opposed by Canada) was passed by the Assembly, rejecting the credentials of the South African delegation. The President of the Assembly ruled, however, that this means could not be used to deprive South Africa of the right to UN membership. The Assembly also approved a Fourth Committee resolution, on which Canada abstained, similar to a resolution of the year before, calling for the Specialized Agencies to support insurgent movements in the territories of Southern Africa and to withdraw facilities for Portugal and South Africa to participate in the work of the Agencies.

A resolution on the Portuguese African territories was passed by the Assembly, which was somewhat milder than those of recent years, so that Canada was able to vote in favour of it despite certain reservations.

The problem of Rhodesia came before the Fourth Committee just at the time that the British negotiations for a settlement were nearing completion in Salisbury. Before the agreement terms were announced, a resolution was introduced rejecting any settlement not based on NIBMAR. Not wishing to pre-judge the settlement terms, Canada abstained on this resolution. Canada also abstained on a later resolution that condemned the terms of the Salisbury accords, which were the subject of Security Council consideration at the time, and on a resolution condemning the United States for permitting the resumption of Rhodesian chrome imports.

The Security Council in the course of 1971 also considered complaints by Guinea against Portugal and Zambia against South Africa. In August, a Security Council two-man mission was sent to Guinea to consult with authorities there on the former complaint. In October, the Council called on South Africa to respect fully the sovereignty and territorial integrity of Zambia following a border incident in the Caprivi Strip.

### Social and Economic Development

A major item in the work of the United Nations Economic and Social Affairs Division was the enlargement of the Economic and Social Council of the United Nations. The fifty-first session of ECOSOC, meeting in Geneva in July, recommended to the Assembly that it agree to expand the Council's membership from 27 to 54. As noted above, the General Assembly approved this enlargement of the Council.

In anticipation of the decision of the General Assembly, the Council also agreed to increase the membership of its three sessional committees (Economic, Social and Co-ordination) from 27 to 54 and to create two new standing committees of 54 members that would be concerned respectively with: (1) the application of science and technology to development; and (2) the review and



appraisal of the priorities and policies of the International Development Strategy of the Second Development Decade. The Council also decided to increase the membership of its Standing Committee on Natural Resources from 38 to 54.

Canada played a positive role during discussions in the Governing Council of the UNDP concerning the implementation of the Consensus by the twenty-fifth session. As implementation of the Consensus required substantial modification of the whole UN system, the Governing Council considered a wide variety of questions relating to the administration and field components of the program, new approaches to co-operation with executive and Specialized Agencies, manpower training and recruiting and financial and budget management. Satisfactory progress has been registered in connection with transforming the UN Development Program to meet the challenge of "country programming", and it is envisaged that within the near future, after a period of initial experience with the modified machinery, the UNDP will be in a position to absorb increased financial "inflows" for development.

By a resolution of the twenty-sixth session of the General Assembly, the membership of the Governing Council of the UNDP was increased from 37 to 48 to allow for a more balanced representation for UN member countries. It is in this new environment that discussion of the various problems related to the implementation of the Consensus will continue, with the first group of country programs to be submitted for the Governing Council's approval during 1972.

United Nations activities in social affairs continued to expand during the year at an unprecedented rate. A number of important developments occurred in the control of narcotic drugs. The United Nations Fund for Drug Abuse Control, established late in 1970, began operations. Its plan of action was to attack the problem of the abuse of narcotic drugs at its three critical points -- supply, demand and traffic; this was presented to and approved by the United Nations Commission on Narcotic Drugs (of which Canada is a member) at its October session. Contributions to the voluntary fund, initially slow in coming, picked up towards the end of the year. In December, Canada announced its intention to contribute \$400,000 to the Fund in a two-year period -- \$150,000 in 1971-72 and \$250,000 in 1972-73. In January and February 1971, an intergovernmental conference met in Geneva to adopt the Convention on Psychotropic Substances, an international legal instrument designed to limit the production and use of psychotropic substances to strictly medical and scientific purposes. Canada participated and was, in general, pleased with the final text of the Convention. However, the decision on whether Canada will become a party to the Convention will be taken after Parliament has had an opportunity to debate the broad subject of narcotics following the publication of the final LeDain Commission report.

A further development in this sphere was the decision of ECOSOC, at the request of the United States Government, to convene, early in 1972, an intergovernmental conference to consider extensive amendments aimed at strengthening the provisions of the Single Convention on Narcotic Drugs, 1953 -- the multi-lateral treaty that deals with the licit production of and traffic in narcotic substances such as opium, cocaine and cannabis. Canada subsequently invited senior U.S. officials responsible for narcotics matters to visit Ottawa on September 8 for a one-day meeting to discuss the purpose and details of the

United States proposals. At the regular session of the United Nations Narcotics Commission held in Geneva in October, the Canadian delegation worked towards finding formulations of the United States and related proposals which would not only meet the original aims of the amendments but also find broad acceptance among the present 80 or more states parties to the Single Convention.

Canada continued its active participation as a member of the United Nations Commission for Social Development. At the Commission's biennial session in New York in March, the Canadian delegation took a special interest in the item "Criminality and Social Change", under which the report and recommendations of the fourth quinquennial United Nations Congress on the Prevention of Crime and Treatment of Offenders, held in Kyoto, Japan, in August 1970, were considered. The Canadian delegation co-sponsored a resolution endorsing the fourth Congress recommendations to the effect that the UN should, as much as possible within the scope of its programs and activities, intensify international efforts to advance knowledge, exchange experience and develop policy, practice and popular participation in crime prevention. Canada's interest in domestic and international activities in this area is reflected in its decision to act as host to the fifth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, to be held in Toronto from September 1 to 15, 1975. This conference, expected to be the largest of its kind ever held, will bring together at least 2,000 delegates, comprising representatives of governments and non-governmental organizations and also experts from universities and research institutes in all parts of the world. At this session Canada co-sponsored the Declaration of the Rights of the Mentally Retarded, which was afterwards adopted both by ECOSOC and by the General Assembly, the latter with the active support of Canada.

The United Nations Commission on the Status of Women, of which Canada is also a member, did not meet in 1971 but will do so early in 1972. Canada, though not a member, followed in an observer capacity the deliberations of the United Nations Population Commission. That body, at its biennial session in November 1971, began planning for the 1974 World Population Year and the World Population Conference to be held in the same year. Suggestions were discussed for the activities and program of the former and for the agenda of the latter and further discussion will take place at the 1972 spring session of the Economic and Social Council. The United Nations Fund for Population Activities continued to grow and expand its wide-ranging activities in the field of demography and population and family planning and to attract the participation of developed and developing countries. The Fund in 1971 grew to some \$28 million (U.S.), which included a Canadian contribution of \$2 million (U.S.).

During 1971, the International Civil Aviation Organization continued to devote considerable attention to the question of passenger safety and hijacking. Canada, with 54 other states, attended a conference in Guatemala City, organized by ICAO, for the purpose of amending the Warsaw Convention of 1929, which concerns the air-carrier's liability for passengers. The conference adopted a Protocol, which was signed on behalf of 21 states including Canada, substantially increasing the compensation for air-passengers in case of injury or death. In September, Canada participated in another ICAO conference on hijacking in Montreal, which resulted in the signing of the Montreal Convention prescribing severe punishment for physical attacks or sabotage on an aircraft in flight.



In November, a group of airline pilots flew UN delegates from more than 80 countries from New York to Montreal in a private initiative designed to emphasize the need for states to ratify the various conventions on hijacking.

The year 1971 also marked the successful completion of negotiations between ICAO and the Federal Government concerning the construction of a new headquarters building for ICAO in Montreal. Once the choice of site and of building had been made by ICAO, the Federal Government agreed to contribute \$1.1 million annually for 30 years towards the costs of renting the new premises, which are expected to be ready for occupancy late in 1973.

In November, under the auspices of the Intergovernmental Maritime Consultative Organization, Canada participated in two conferences in Brussels concerning the establishment of an international fund to combat maritime oil pollution and the adoption of an agreement on liability for the maritime carriage of nuclear substances.

### Human Rights

As has been increasingly the case in recent years, UN human rights debates during 1971, both in the Human Rights Commission and in the Third Committee of the General Assembly, were noticeably political in nature. The subjects of *apartheid*, the Middle East situation, self-determination and colonialism continued to dominate discussion. On the substantive side, there were some interesting developments.

The Third Committee of the General Assembly moved in better order and at a better pace than in recent years through its overcrowded agenda. It considered this year the triennial report of the UN on the world social situation. This report, containing sections on regional developments and also on developments in functional areas, such as population, nutrition, education and housing, noted progress in some areas. It expressed concern, however, about the growing disparities in progress between developing and developed countries, on the one hand, and among different levels of society within all countries, on the other. In all countries, marginal groups were being left further and further behind in the developmental process, with seemingly little hope of improving their situation. Unfortunately, taking into account the seriousness of the report and of the debate, the resolution adopted by the General Assembly cannot be said to have been particularly representative of the debate.

The year 1971 was celebrated as the "International Year for Action to Combat Racism and Racial Discrimination". This provided the occasion for a wide-ranging debate in the Third Committee on racial discrimination, during which the frustration of the majority of the countries of Africa and Asia at the lack of real progress in this area was notable. There were, nonetheless, interesting interventions relating to the diverse activities aimed at promoting racial equality and undertaken during the course of the year by member states, by the UN and its Specialized Agencies, and by non-governmental organizations.

The item "Human Rights in Armed Conflicts", which was debated thoroughly by the General Assembly for the first time in 1970, provided the occasion for a further evolution of the international community's attitude on the need to protect civilian populations caught up in civil and international hostilities.



In its discussions, the Third Committee bore in mind the important co-ordinating role which the International Committee of the Red Cross is playing in convening working groups of experts to propose suggestions for the further development of international humanitarian law. The Committee accordingly reaffirmed its support for the ICRC's work in this field and urged the Secretary-General and the ICRC to continue their present co-operation. It also adopted a resolution which recognized the need for a convention for the protection of journalists engaged in dangerous missions in areas of armed conflict, and invited the Commission on Human Rights to examine as a matter of priority the various texts which had been proposed as possible draft conventions.

For the fifth consecutive year, the Third Committee was unable for lack of time to discuss substantively the question of the creation of the post of High Commissioner for Human Rights. After three meetings devoted to the subject, its further consideration was deferred until the twenty-eighth General Assembly in 1973. Long a proponent of such an office, Canada sought with a number of like-minded countries to obtain the consensus of a large majority of the UN membership for the creation of the post. The views expressed within and without the General Assembly on the matter suggest that there is still some distance to go before the idea receives general acceptance.

#### Institutional Development of the United Nations

Canada is taking an active interest in the institutional development of the expanding UN family of organizations, which includes, among other bodies, 14 agencies and the United Nations Development Program. During 1971, Canada has carried out consultations with other major financial contributors with the objective of ensuring the effective use of resources, streamlining administrative and budgetary procedures and practices, and co-ordinating programs throughout this system of multinational organizations.

In the United Nations proper, Canada's major initiative, launched in 1969, to rationalize the procedures and organization of the General Assembly was brought to a successful conclusion. The General Assembly adopted without a vote a resolution implementing recommendations in a comprehensive report of an intersessional committee set up in 1970 to deal with the matter. Canada was an active member of this committee. The recommendations include a number of improvements in the rules of procedure and detailed conclusions on all aspects of the functioning of the General Assembly designed to make it more efficient.

A Canadian financial expert has been appointed by the General Assembly to serve on its Committee on Contributions for a three-year term, starting January 1, 1972. This Committee, among other matters, recommends the scale of assessment for apportioning expenses of the UN among member states.

On the proposal of the President of the twenty-seventh session, Canada has been appointed to a new special intersessional committee of 15 member states on the financial situation in the UN. Its purpose is to study all the facts as well as existing and new suggestions to overcome the financial difficulties of the UN. The Committee will also consider working out concrete proposals fully to restore the UN to solvency.

During 1971, the International Computer Centre and an Inter-Organization Board were established in Geneva to provide electronic data-processing facilities and long-term planning and co-ordination for the UN family of organizations in Europe. The Centre and the Board were created on the basis of detailed recommendations made by the Auditor General to the UN Administrative Committee on Co-ordination. Canada has been actively engaged in promoting appropriate participation by various UN bodies in the common facility and in co-ordinated planning in this important area.

#### Canada as a Bilingual Country in UN Context

In the United Nations, Canada has maintained close contact with like-minded countries to ensure that measures approved by the General Assembly to improve the language capacity of Secretariat staff and to provide information media with material in French were fully implemented. Particular attention was also directed in studying and assessing the language situation in the Agencies and other bodies within the United Nations family of organizations.

## PUBLIC AFFAIRS

The *Bureau of Public Affairs* has been established to bring together management activities of the Department that are essentially devoted to communication with the public or sections of the public at home and abroad. The purpose of this grouping is to seek to ensure correlation of the several activities involved. The component units are: the *Academic Relations Service*, the *Cultural Affairs Division*, the *Information Division* and the *Historical Division*.

## Academic Relations Service

The Academic Relations Service is a unit entrusted with promoting understanding and co-operation between the Department, on the one hand, and, on the other, academics, universities and internationalist groups interested in the study and discussion of international relations and in the long-term formulation of Canadian foreign policy. To that end, the Service sets up and carries out programs for the establishment and development of contacts with individuals and organizations in Canada to foster consultation, discussion, meetings and other forms of exchange.

## Cultural Affairs Division

The Cultural Affairs Division was created to formulate and execute Canada's cultural policies *vis-à-vis* other countries in accordance with Government directives and in co-operation with Canadian cultural organizations. It is made up of three sections: Programs and Agreements; Arts and Letters; and Conferences (Education) and UNESCO.

Programs and Agreements Section

This section negotiates agreements with countries designated by the Government, plans exchange programs provided for by such agreements, prepares the Division's budget, and forecasts the cultural activities of the Department of External Affairs throughout the world. The section maintains close liaison with the Canada Council, the National Arts Centre, the National Film Board, the National Gallery, the National Museums, the Canadian Broadcasting Corporation, the National Research Council and many other cultural organizations.

Since 1964, the Department has been implementing a program of cultural relations with countries wholly or partly French-speaking. Its object, in accordance with Government policy, is to stimulate official bilingualism at the national level by promoting exchanges of all kinds with Belgium, France and Switzerland. A cultural agreement was signed in 1965 with France, and a similar agreement was signed with Belgium in 1967. An agreement on book exchanges was concluded with the Federal Republic of Germany in 1969 and the same year saw the signing of a scientific-exchange agreement with France. Programs of cultural exchange have been instituted with Germany, Italy, the



Netherlands and Switzerland, which are the countries of origin of many Canadians. In 1970, Canada and Italy concluded an agreement for the co-production of films; a similar agreement was negotiated with France in 1971, and will be signed in 1972.

In accordance with the France-Canada cultural agreement of 1965, the fifth session of the Franco-Canadian Joint Commission was held in Paris on September 27 and 28, 1971. The Commission's discussions emphasized the teaching of French and co-operation in scientific and technical exchanges. It was agreed that exchanges of artists and young people should be further developed.

The Canadian Cultural Centre in Paris, which was opened in 1970 by the Secretary of State for External Affairs, the Honourable Mitchell Sharp, continued its extensive program of activities aimed at making cultural developments in Canada more widely known in France. The 1971 program included recitals by Monique Leyrac, Michel Comte, Gilles Vigneault, Renée Maheu, Suzanne Shulman, Claude Savard, Félix Leclerc, Robert Charlebois, Guylaine Guy and Yves Albert; exhibitions of visual art by Micheline Beauchemin, Yves Pépin, Jean Noël, Claude Goulet, Marcel Barbeau and Louis Gosselin; showings of National Film Board productions; poetry recitations by René-Salvator Catta and members of Le Théâtre du Nouveau Monde; an exhibition of costumes by Alfred Pellan; lectures by François Bayle, Micheline Colombe-Saint-Marcoux and François Hertel; a performance by the mime Claude Saint-Denis; and a number of panel discussions, including two on French-English bilingualism. With the collaboration of the Office de la Radiodiffusion-Télévision française, the Canadian Cultural Centre invited eminent French musicians to perform contemporary Canadian as well as French music.

The Department of External Affairs arranged a study tour of Canada for six graduates of the National School of Administration of France, which dealt with the theory and practice of public administration in Canada.

### Arts and Letters Section

This unit organizes Canadian artistic events abroad and seeks to ensure a Canadian "presence" in foreign libraries by presenting them with book collections, arranging book exhibits and supporting Canadian participation in book fairs. It also tries to keep the Canadian artistic community informed of foreign cultural developments by providing cultural groups and individual artists with information sent in by Canadian missions.

With the administrative and financial assistance of the Department, Le Théâtre du Nouveau Monde made a tour of Belgium, Czechoslovakia, France, Luxembourg, Switzerland and the Soviet Union; the Festival Singers of Canada toured Austria, Britain, France, the Federal Republic of Germany and Yugoslavia; the pianist Marek Jablonski performed in Berlin, Britain, France, the Netherlands, Sweden, Switzerland and Spain; the pianist Claude Savard and the flutist Suzanne Shulman gave recitals in Belgium, Britain, France and Poland; the Orford String Quartet performed in Greece and Switzerland; the Studio Lab Theatre took part in the International Festival of Children's Theatre in Venice and performed in a number of cities of Northern Italy; the National

Youth Orchestra of Canada participated in the International Festival for the Tri-Lakes at Lake Placid, New York, and in musical events in East Lansing, Michigan, and Plattsburg and Saranac Lake, New York; and the Underground Film Centre presented Canadian films at various European film festivals.

With the administrative and financial support of the Department, an exhibition of contemporary Canadian art, organized by the Art Gallery of Ontario, was held in Sarasota, Florida, and Chicago; an exhibition of French ceramics, jointly sponsored by the French and Canadian Governments, was held at the Montreal Museum of Fine Arts and the Royal Ontario Museum, Toronto; and preliminary arrangements were made for the European tour in 1972 of the exhibition "Sculpture of the Inuit: Masterworks of the Canadian Arctic", organized by the Canadian Eskimo Arts Council, which opened in Vancouver in December.

The permanent collections of Canadian art owned by the Department, which consist of photographs by John Max and aboriginal and contemporary handicrafts, prints and sculptures, were circulated widely in 1971 by Canadian missions. They were displayed in Britain, Belgium, Cameroon, Czechoslovakia, Ethiopia, Finland, France, Germany, Ghana, Hungary, Ivory Coast, Luxembourg, the Netherlands, Peru, Senegal, Switzerland, Tunisia, the United States, Yugoslavia and Zaire.

The Department awarded a grant to Les Jeunesses Musicales du Canada to help in the formation of an international orchestra of young musicians from Canada and many other countries.

As in past years, the Department of External Affairs awarded subsidies to the Canadian Book Publishers' Council and to the Conseil supérieur du Livre to help finance their participation in international book fairs. In 1971 fairs of this kind took place in Brussels, Dallas, Frankfurt and Nice.

The Department continued its program of presenting literary *Canadiana* to foreign institutions of national significance such as national and university libraries. In 1971 donations were made to institutions in Australia, Belgium, Brazil, Britain, Cameroon, Ceylon, Chile, the Dominican Republic, Fiji, France, Germany, Italy, Ivory Coast, Jamaica, Japan, Malaysia, Malta, Mexico, the Netherlands, New Zealand, Nigeria, Switzerland, Tanzania and Tunisia.

#### Conferences (Educational) and UNESCO Section

This section co-ordinates Canadian participation in the United Nations Educational, Scientific and Cultural Organization, as well as in the international educational activities of other international organizations -- such as the OECD, the International Bureau of Education -- and of the Commonwealth itself. The section also provides a channel for the participation of national and provincial organizations in educational activities resulting from Canada's relations with other countries and its membership in international educational organizations. It is also responsible for educational exchanges with Belgium, France, Germany, Italy, the Netherlands and Switzerland and for academic award programs such as the scholarship programs undertaken jointly with the Instituto Colombiano de Especializacion Tecnica en el Exterior, with the Commonwealth and with NATO. Finally, since there is no federal department of education, the section



directs to appropriate authorities the frequent inquiries received by the Government of Canada and by Canadian missions; in performing these tasks, it maintains close liaison with Canadian educational bodies, in particular the Council of Ministers of Education, Canada, the Canadian Education Association and the Association of Universities and Colleges of Canada (AUCC).

In 1971 Canada's contribution to the UNESCO budget was \$1,182,915 (U.S.).

Canada took part in a number of important international conferences of a cultural character during 1971.

UNESCO celebrated its twenty-fifth anniversary in 1971, and, at the ceremonies held in November, a Canadian delegation was led by the Honourable Robert Stanbury, Minister of Communications.

Canada also took part in a number of other UNESCO meetings during 1971, the most important of which was the regional meeting of UNESCO National Commissions of the Western Hemisphere, held for the first time in Canada in August.

The Department of External Affairs, on behalf of the Government, awarded a grant for the seventh consecutive year to the Germano-Canadian Society of Hanover-Cologne to facilitate the visit of German students to Canada during the summer; this program was developed in co-operation with the Department of Manpower and Immigration as a gesture reciprocating the yearly visit to Germany, at the invitation of the Government of Germany, of approximately 400 Canadian students.

Within the framework of bilateral exchange programs, Canada makes available each year to certain European countries a number of fellowships and scholarships administered by the Canada Council. In 1971, 125 students from France came to study in Canada; there were also 15 from Germany, 11 from Belgium, 12 from Italy, ten from the Netherlands and 12 from Switzerland.

In 1971 the Department awarded travel subsidies to five teaching assistants: one from Manitoba, two from Newfoundland and two from Ontario. It also helped defray the travelling expenses of 25 teachers from Manitoba who went to France for language training.

The Department of External Affairs, in co-operation with the Department of the Secretary of State and the Department of Manpower and Immigration, provided informational assistance to some 750 young Canadians who worked abroad under the International Student Summer Employment Exchange Program. Besides Canada, other countries participating in the Program are Austria, Belgium, Britain, Denmark, Finland, France, Germany, the Netherlands, Norway and Sweden.

#### Information Division

The main responsibility for the projection of Canada abroad rests with the Information Division, which assists External Affairs posts through the provision of a wide range of information materials and works with them in disseminating information about Canada that will contribute towards the achievement of the



Government's foreign policy objectives. The Division co-operates with the information services of other Government departments that carry on operations abroad. During 1971, a Sub-Committee of the Inter-Departmental Committee on External Relations was set up, under the chairmanship of the Department of External Affairs, to co-ordinate the information activities abroad of the departments concerned.

#### Liaison with CBC/IS

The Information Division serves in a consultative capacity *vis-à-vis* the International Service of the Canadian Broadcasting Corporation on both technical and policy matters. The International Service broadcasts on short-wave in 11 languages to countries in Eastern and Western Europe, Africa, Latin America, the Caribbean, the South Pacific and the United States, providing news about Canada in addition to entertainment features and programs of comment on international affairs. In countries where the CBC has no direct link with local networks or stations, Canadian missions are supplied with material for rebroadcast by local stations.

#### Publications and Photographs

In addition to the periodical publication the *Canadian Weekly Bulletin* and such non-periodical publications as treaties, state papers and diplomatic lists, the Department produces general information publications intended for the people of other countries. *Facts on Canada*, a booklet illustrated in colour, for school use, was available abroad in 1971 in English, French, Spanish, German, Italian, Dutch, Japanese, Portuguese, Serbo-Croatian, Czech, Russian, Danish, Finnish and Polish. *Let's Look at Canada*, another booklet illustrated in colour, was available abroad in 1971 in English, French, Japanese, Czech and Finnish.<sup>(1)</sup>

Supplies of the handbook *Canada 1971*, the *Statements and Speeches*, *Reference Paper* and *Reprints* series, maps, lapel pins, flags, flag-folders, provincial tourist publications, publications of other federal departments and similar promotional materials of various kinds were despatched to all posts.

As in the past, the Division distributed throughout the year photographs, colour transparencies and photo-features to publishers abroad and provided photographic material for display purposes.

#### Visits Program

During 1971, 85 foreign press and broadcasting representatives and others professionally concerned with public opinion from more than 35 countries were

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(1) The monthly bulletin of the Department, *External Affairs*, which first appeared in November 1948, ceased publication with its December 1971 issue. It was to be replaced by a new journal entitled *International Perspectives*, which would contain background articles and comment on foreign affairs, and would appear six times a year, beginning with the January/February 1972 issue.

invited to Canada under the auspices of the Department, individually or in groups. Opportunities were afforded to them, through meetings with federal, provincial and municipal government officials and officials in the private sector, as well as through travel within Canada, to become better informed of current developments in the country.

Senior editorial writers from the United States were in Ottawa late in March for two days of briefings. Other U.S. groups invited to Canada included the Nieman Fellows and Associate Fellows of Harvard University, representatives of World Affairs Councils in key U.S. cities and several U.S. urbanologists. Preceding the Governor-General's visit to Belgium, Luxembourg and the Netherlands, correspondents from the Benelux countries visited Canada. European sports writers and the Hammarskjold Fellows from the United Nations in New York were also included in the 1971 Visits Program.

Among the individual correspondents represented on the Program, besides those from the United States, were a large number from both Eastern and Western Europe, the Middle East, South and Southeast Asia, Japan, Australia, New Zealand, South America, the Caribbean and Africa.

World developments affecting Canada drew a large number of correspondents to Ottawa and every effort was made to arrange background briefings for them during the time they were here. Requests for assistance increased markedly during 1971.

Over 20 university groups from the United States requested assistance in setting up their schedules in Ottawa and in other parts of the country. These were students from departments of political science, government, history and general studies, chiefly from universities in the border states.

## Films

As films play an important role in the dissemination of information about Canada, the Information Division assists the posts in organizing, maintaining and promoting an extensive film program. This program was, of course, affected by the 1969 budgetary cuts; however, the easing of these restrictions and the consequent increases in staff in 1971 will enable the posts to devote more attention to it. As a result, it is expected that there will be a substantial increase in the number of screenings and in attendance. In the first six months of the 1971 fiscal year, there were 199,878 screenings, which drew an attendance of 33,176,192 -- a substantial increase over the previous year. The opening of the new mission in Peking has greatly increased the demand for versions of films in Mandarin and Cantonese.

In order to modify, improve, and extend the film information programs, there has been a reappraisal in certain areas of their effectiveness. In order to correlate the Division's foreign-language film distribution more directly with the priorities and requirements of Canada's foreign policy, a survey is being carried out in consultation with the posts and the National Film Board to form the basis of a standing policy for foreign-language versions.

The continuing growth of international interest in Canadian films was demonstrated at film festivals in many countries. Prestige showings in a number of places and use of Canadian films on foreign television programs also served to foster this growth.

The Division assisted the NFB and the CBC with their production and activities abroad.

### Exhibits and Fairs

During 1971 the exhibits program was very active both in the circulation of exhibits and in the production of new exhibits and display materials.

A large mobile exhibit, portraying Canada as an industrially and technologically advanced nation, was produced for circulation in Japan beginning in April 1972. Housed in its own geodesic dome, it will visit some 20 cities.

A second exhibit entitled "Environment", deals with many aspects of the Canadian program for the protection of the environment.

A small portable exhibit entitled "Canada: The Houses of Parliament" was produced in 1971 for use in the United States.

Another small photographic exhibit was produced for the Paris Air Show held from May 20 to June 6, and has continued to be used in Europe on an *ad hoc* basis.

The large exhibit "Canada Today", designed for circulation in the United States, was displayed at the "Canada Visits Minneapolis" show during February and March, and at the Chicago Museum of Science and Industry during July and August.

Two National Film Board photographic collections were acquired. One, originally known as "A Time to Dream", comprises 169 colour photographs showing the activities and beauty of a Canadian summer. Two copies of the collection were purchased; one was circulated in Europe in the autumn. The other began circulating in the Far East in December. The second collection, entitled "Stones of History", comprises 79 photographs of the interior and exterior of the federal Parliament Buildings. The photographs appear in a book of the same name.

The information-cultural exhibit "Rendez-Vous Canada" was shown during 1971 at Brussels, Antwerp, Luxembourg, London, Birmingham, Frankfurt and Zurich.

Two INFO-Trade exhibits were shown in the Netherlands, Czechoslovakia, Austria and Italy. "Canadian Patterns" was shown in Santiago and Viña del Mar, Chile, and in Lima, Peru. A second copy, called "Mosaiques canadiennes", was shown twice in France.

The large four-trailer exhibit "Visages du Canada" terminated its tour of French-speaking West Africa at Yaoundé, Cameroon, in March.



## Co-operation with Parliamentary Organizations

Throughout the year the Division provided liaison between the Inter-parliamentary Relations Branch of the Federal Government and Canadian diplomatic missions with respect to Canadian Parliamentary delegations going abroad. During 1971 these included: the Inter-Parliamentary Union conference in Caracas from April 12 to 18; the fifty-ninth Inter-Parliamentary Conference, Paris, September 2 to 10; the seventeenth Commonwealth Parliamentary Conference, September 3 to 18, and a special Canada-United States Interparliamentary Meeting in Washington on November 11. Members of the Canadian branch of the Commonwealth Parliamentary Association visited Britain from June 13 to 27 at the invitation of the British branch, attended the twentieth Parliamentary Seminar of the Association at Westminster, April 27 to May 25, and sent observers to a Caribbean regional conference in Bermuda, June 27 to July 2. Other Canadian Parliamentarians attended the North Atlantic Assembly's committee meetings in Brussels, May 24 to 29, and the Consulative Assembly of the Council of Europe in Strasbourg, January 25 to 26, and visited Romania from April 12 to 17. The Division also assisted in visits abroad by individual Members of the Senate and of the House of Commons.

## Liaison with Sports Organizations

The international sports liaison section of the Information Division acts as a channel for communications between Canadian Government agencies, Canadian sports associations and foreign sports associations in order to facilitate international sports exchanges between individuals and teams competing in regional and world-wide contests. It provides guidance to posts regarding the official policy of the Canadian Government on sports exchanges and participation in international tournaments.

During 1971, the Division has been of assistance to Canadian teams participating in or preparing for the following international competitions: Pan-American Games (Colombia); World Waterskiing Championships (Spain); Water Polo Championships (Hungary); World Canoe Championships (Yugoslavia); World Skeet-Shooting Championships (Italy); World Wrestling Championships (Bulgaria); Pan-American Parachuting Cup (Mexico); World Amateur Baseball Championships (Cuba); Centennial Golf Tournament (New Zealand); World Championship Sailing Gold Cup (Toronto); World Figure-Skating Championship (Calgary).

In addition, the Division gave assistance to the International Symposium on the Art and Science of Coaching, held in Toronto in the autumn of 1971.

The Division and Canadian embassies were of assistance in arranging hockey tours of a number of European countries by seven Canadian hockey clubs.

The Division also contributed to the discussions between Prime Minister Trudeau and Premier Kosygin in October by preparing a briefing paper on Canada-Soviet hockey relations.

The Division participated as an observer in the annual conference of the Sports Federation of Canada. It is actively involved in arranging for a Canadian sports presentation in China during the Peking Solo Fair in August and September 1972.

As a continuing task, the international sports liaison desk keeps itself informed of all athletic events such as the Olympic Games, the Pan-American Games and the Commonwealth Games, and notes any political overtones that may affect or involve Canada, bringing such observations to the attention of the appropriate area division.

### Operations in Canada

The Information Division provides information on Canadian external policy and participation in world affairs in answer to a great number of requests received from enquirers both within and outside Canada. In addition, the Division frequently provides policy briefings to foreign student groups visiting Canada. Statements by ministers and reference papers are issued on varied aspects of Canada's external relations. The Division also selects and distributes departmental documents to ministers, to the National Defence College, to posts abroad, to the CBC International Service, and to other Government officials reporting international developments.

Information is also disseminated within Canada on international organizations and bodies of which Canada is a member, including the United Nations and the Specialized Agencies, the Commonwealth and the North Atlantic Treaty Organization. In addition, there is a NATO visits program, which, in recent years, has involved the participation of Parliamentarians, journalists, teachers and university newspaper editors. Financial assistance is given to the Atlantic Council of Canada, a voluntary organization of persons interested in making NATO better known in Canada.

### Historical Division

The normal work of the Historical Division continued -- research, compilation and selection of materials for publication, the solving of problems of access to classified departmental files by researchers, the evaluation of historical manuscripts, and assistance in the development of departmental links with the academic community.

In addition to these regular duties, the Division publishes *Documents on Canadian External Relations*. The first volume, covering the period 1909-18, i.e. from the establishment of the Department to the end of the First World War, was published in 1967. The second volume, dealing with the Paris Peace Conference of 1919, appeared in 1969. The third, encompassing the period 1919-25, came out in 1970, and Volume IV of the series, covering the years 1926-30, was published in 1971. Not only is work well advanced on the next two volumes, which will bring publication of these documents to the beginning of the Second World War, but research was initiated during the year on the first volume of the war period. The Division employs resident professional historians working full-time as editors of this series.

The Division assumes research tasks, as required, in support of Departmental activities and also assists scholars working officially on research projects for other government departments, as well as private scholars whenever possible.

First steps were taken in the Department's modest oral history program when the Division made recordings of the reminiscences of two eminent Canadians, one a former senior officer of the Department who became a member of the International Court of Justice and the other a former Secretary of State for External Affairs.



## CO-ORDINATION AT HOME AND ABROAD

The *Bureau of Co-ordination* elaborates and co-ordinates policy regarding the participation of the provinces in Canada's international affairs, and Canada's role in the institutions and activities of the Commonwealth and La Francophonie. It consists of three divisions: *Federal-Provincial Co-ordination*, *Commonwealth Institutions* and *Francophone Institutions*.

## Federal-Provincial Co-ordination Division

The Federal-Provincial Co-ordination Division deals with those aspects of Canada's international relations that involve the interests of the provinces as well as the country as a whole. The Division's primary responsibility is to maintain close liaison with the provinces concerning such matters and to facilitate their international activities in such a way as fully to meet provincial objectives while remaining consistent with a unified Canadian foreign policy.

The Federal-Provincial Co-ordination Division was established as a separate entity in September 1967 as a result of expanding provincial interests abroad and of the Federal Government's desire to develop more effective procedures to ensure that these interests could be facilitated. The federal position was outlined in the 1968 White Paper *Federalism and International Relations*, in which it was emphasized that the Government was anxious to ensure that Canada's foreign relations would serve the best interests of all the provinces as well as of the two major linguistic communities in Canada.

Federal assistance to the provinces in this regard, therefore, is provided pursuant to a number of government policies that include the continued promotion of national unity through an adequate projection internationally of Canada's bilingual character, the preservation of Canada's international personality and the desirability of giving appropriate recognition to legitimate provincial interests beyond provincial borders. As the White Paper recognized, however, it would be no easy task to work out the necessary co-ordinating procedures within a system of government in which provinces were wholly or partially responsible inside Canada for a wide range of subjects that were also matters of international interest but in which the Federal Government bore ultimate responsibility for the conduct of international relations. Within the Department of External Affairs, the task of devising and implementing such procedures rests with the Federal-Provincial Co-ordination Division.

The Division carries out a liaison function at both provincial and federal levels of government. Within the Department, it co-ordinates the activities of other divisions and of Canadian posts abroad when these touch on areas of provincial interest. The Division also works closely with other federal departments and agencies to ensure that full account is taken of provincial interests abroad.

At the provincial level, the Federal-Provincial Co-ordination Division is in regular contact with officials of the provinces on day-to-day questions of

interest to provincial governments. In conjunction with provincial authorities, it seeks to establish closer working relations and more effective continuing procedures for consultation.

### Provincial Interests Abroad

Aspects of international affairs which have been of particular interest to the provinces include:

- (1) promotion of trade, investment, new industries, immigration, tourism, cultural exchanges, environmental questions, science and technology;
- (2) participation in international conferences and in the work of international organizations on a wide range of subjects including education, health, agriculture, labour, social security and many others;
- (3) assistance to developing countries in co-operation with the Canadian International Development Agency;
- (4) participation in the Agence de Coopération culturelle et technique;
- (5) bilateral and multilateral international agreements, particularly where provincial action is required for their implementation.

### Promotional Activities Abroad

In connection with some of the promotional activities mentioned above, several provinces maintain offices in foreign countries. The number has been increasing rapidly. At present Ontario, for example, has 14 offices in eight countries, and Quebec has 12 offices in six countries. Four other provinces -- Alberta, British Columbia, New Brunswick and Nova Scotia -- have at least one office each abroad. (While many provincial offices abroad have been set up recently, a few were established as much as a century ago.)

The Division helps provinces that wish to establish new offices abroad. It enlists the help of Canadian missions and assists, as required, in securing visas, documentation and any privileges that may be accorded to provincial officials by the foreign countries concerned.

These "promotional" activities have led to an increasing volume of provincial visits abroad. Accordingly, a continuing task of the Division lies in making necessary arrangements for visits abroad by provincial premiers, ministers and officials. It also assists with arrangements for visits of foreign personalities to the provinces.

### International Conferences and Organizations

The Federal-Provincial Co-ordination Division is involved in the formation of Canadian delegations to international conferences and organizations. Basic

guidelines on this subject were outlined in the 1969 White Paper *Federalism and International Conferences on Education*. In this document, the Government reaffirmed its policy that Canadian delegations to international conferences and organizations should reflect both Canada's bilingual character and the international interests of the provinces.

Provincial participation in other international conferences and in the work of international organizations on a wide range of subjects, including human and civil rights, education, health, agriculture, labour and social defence, is assured by the inclusion on Canadian delegations where possible of interested provincial ministers and officials and, as appropriate, by canvassing provincial governments for their views on the positions and attitudes which Canada might adopt on these subjects internationally.

With respect to Canada's program of assistance to developing countries, the Federal-Provincial Co-ordination Division is guided by the proposals set forth in *Federalism and International Relations*, which seek to encourage wider federal-provincial consultation and more effective arrangements in the co-ordination of Canada's total aid contribution. Several provinces have initiated specific aid projects of their own, and the Division seeks to ensure that these are co-ordinated with the activities of the Canadian International Development Agency and with the development assistance programs for which the Agency is responsible. Conversely, many of the Agency's projects require provincial co-operation for their implementation and, while this is usually a matter for direct arrangements between the Agency and the provincial authorities concerned, the Division is often able to assist.

### International Agreements

It is the Federal-Provincial Co-ordination Division's responsibility to consult the provinces concerned regarding the ratification by Canada of all treaties, conventions and other formal agreements between Canada and other countries touching on fields of provincial or joint federal-provincial jurisdiction. For example, provincial agreement is necessary for Canadian adherence to multilateral conventions such as the Covenants on Human Rights, the implementation of which requires action by provincial governments. Other international instruments establishing programs of activities may also require provincial agreement before they can be implemented in Canada. Consultation with the provinces is often undertaken before, or in the negotiating stage of, treaties affecting them. Such consultation provides the most effective means of harmonizing federal and provincial interests.

### Commonwealth Institutions Division

The Commonwealth Institutions Division is responsible for questions affecting the Commonwealth association and Canada's role in it, the preparation for Canadian participation in Commonwealth heads of government meetings, relations with the Commonwealth Secretariat and certain other Commonwealth organizations, and, in general, providing a focal point for any matters involving the Commonwealth.



Over the years, the Commonwealth has evolved in size, shape and outlook from the compact family of nations of predominantly European stock that first constituted the association at the time of the enactment of the Statute of Westminster in 1931. Its present membership is made up of 31 sovereign states, which cover about one-quarter of the earth's land surface. They represent approximately 850 million people of many races, colours, creeds and languages. They include both economically-developed and developing countries, and governments that are committed to international power groupings as well as those that have no commitments. In its present form, the Commonwealth represents a unique and valuable association of nations for promoting consultation among its members and fostering practical co-operation.

Commonwealth members are: Britain; Canada; Australia, New Zealand; India (which joined in 1947); Pakistan (1947); Ceylon (1948); Ghana (1957); Malaya (1957)(1); Nigeria (1960); Cyprus (1961); Sierra Leone (1961); Tanganyika (1961)(2); Jamaica (1962); Trinidad and Tobago (1962); Uganda (1962); Kenya (1963); Malawi (1964); Malta (1964); Zambia (1964); Gambia (1965); Singapore (1965); Guyana (1966); Botswana (1966); Lesotho (1966); Barbados (1966); Mauritius (1968); Swaziland (1968); Tonga (1970); Western Samoa (1970); and Fiji (1970). Nauru, which became fully independent in 1968, has "special" membership in the Commonwealth that entitles it to all the advantages of membership except attendance at the heads-of-government conferences. Through their association with Britain, which remains responsible for their foreign affairs and defence, the six West Indies Associated States (Antigua, Dominica, Grenada, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent) also have an appropriate relation with the Commonwealth.

The year 1971 was an active one for the Commonwealth. It began with the prime ministers' conference in Singapore in January, which, among other things, adopted a declaration of principles defining Commonwealth aspirations and goals. Other Commonwealth meetings during the year concluded the fifth Commonwealth Education Conference, held in Canberra in February, the annual meeting of the Commonwealth finance ministers, held in Nassau in September, the seventeenth Commonwealth Parliamentary Association Conference, held in Kuala Lumpur in September, and the third Commonwealth Medical Conference, held in Mauritius in November. There were, in addition, a number of special or regional meetings such as the Commonwealth Law Conference, held in New Delhi in January, the Commonwealth Asian Pacific Regional Youth Conference, held in Kuala Lumpur in August, the Conference of Commonwealth Postal Administrators, held in London in October, and the meeting of the Commonwealth Telecommunications Council in Nairobi during the same month.

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(1) When Singapore, Sarawak and Sabah joined the Federation in September 1963, Malaya became Malaysia; Singapore separated from Malaysia in August 1965 to become an independent republic.

(2) Early in 1964, Tanganyika and Zanzibar formed the United Republic of Tanzania.

Developing members of the Commonwealth continued to receive considerable sums of Canadian assistance during 1971. Canada's total allocated contribution under the Colombo Plan from its inception in 1951 to March 1971 was approximately \$1,371 million. Canadian allocations to Commonwealth countries in Africa through the Special Commonwealth Africa Assistance Plan amounted to more than \$179 million for the period from 1960 to March 1971, and approximately \$128 million was allocated to Commonwealth Caribbean countries from 1958 to March 1971.

Canada is an active participant in the Commonwealth Scholarship and Fellowship Plan, which, since 1969, has been administered in this country by the Association of Universities and Colleges of Canada. Canada also supports the training and provision of teachers for service in Commonwealth countries and assists in plans for co-operation in technical education. In January 1971, about 350 Canadian educators were serving under contract with the Canadian International Development Agency in the developing countries of the Commonwealth.

The Commonwealth Fund for Technical Co-operation was formally established on April 1, 1971, with a Canadian, Mr. George Kidd, as its first Managing Director. The Fund represents the multilateralization and extension of the original, quasi-bilateral Commonwealth Program for Technical Co-operation. Canada has offered to contribute annually the lesser of 40 per cent of total financial contributions or \$350,000, in the initial phase.

(More detailed information on Canadian aid to Commonwealth countries is available in the current annual report of the Canadian International Development Agency.)

### Francophone Institutions Division

This Division is responsible for all aspects of Canada's participation in La Francophonie, the world-wide cultural community of more than 30 countries where French is spoken. The Division administers Canada's multi-lateral relations with the other members of the community, concentrating on intergovernmental relations but also lending occasional support to non-governmental French-language organizations active internationally.

### Intergovernmental Relations

The Agency for Cultural and Technical Co-operation, founded in March 1970 in Niamey, Niger, provides a focal point for all international French-language organizations. Its purpose is to foster co-operation among countries that are partly or entirely French-speaking in educational, cultural, scientific and technical matters. Canada is a founding member, and the Division has been very active on this country's behalf in the institutions, programs and activities of the Agency, co-ordinating the presentation of Canada's position at meetings of the Programs Committee, the Executive and the General Conference, and generally ensuring a full and balanced participation by Canada in Agency activities.

In 1971, Canada acted as host for the second General Conference of the Agency, held from October 11 to 17 in Ottawa and Quebec City in order to discuss ways and means of pursuing the Agency's objectives. The Conference was attended by some 250 delegates from the 22 member countries, and four other countries sent observers.

Also under the Agency's auspices, Canada was represented at a conference for ministers of national civil services held in Lomé, Togo, from January 18 to 22, and at a seminar on educational television in Niamey from February 22 to 27; organized, in conjunction with the provinces, a tour that brought an international handicrafts exhibition to Moncton, Quebec City, Montreal, Ottawa, Toronto and Winnipeg; and made arrangements for visits to Canada by 29 young people, and visits to African countries by 30 young Canadians, as part of the Agency's youth-exchange program.

During 1971, the Division was also responsible for Canadian representation at meetings of education ministers from French-speaking African countries held in Bangui, Central African Republic, from January 25 to 28 and in Paris from May 10 to 13, and at a conference for ministers of youth and sport in Dakar, Senegal, from June 14 to 16.

### Role of Quebec and the Provinces

The government of Quebec has long been particularly interested in co-operation with members of La Francophonie. Striking evidence of this fact was given in October of 1971 when Quebec was admitted to the institutions, activities and programs of the Agency as a participating government. Having been recognized in this manner by the Agency, it will be able to provide even greater support to La Francophonie and thus to strengthen Canada's *francophone* policy. Quebec also chaired the delegation to the French-language conferences on education and on youth and sport. As in the past, the governments of New Brunswick, Ontario and Manitoba have full access to Canadian participation in Agency activities and French-language conferences. The Division is responsible for ensuring liaison with Quebec and the other provinces concerned.

The Division has also taken an interest in the meetings of non-governmental international French-language associations, and contributed to Canadian participation in the annual congress of the Institut de droit d'expression française, held in Bujumbura, Burundi, from August 10 to 18. It co-operated in the organization of an international congress of French-speaking parliamentarians held in Ottawa, Montreal and Quebec City from September 16 to 21; Mr. Lucien Lamoureux, Speaker of the House of Commons, acted as host. The Division has also continued to support AUPELF, an association of universities that are wholly or partially French-speaking, and to take an interest in the activities of other non-governmental organizations such as the Conseil international de la langue française and the Association internationale de solidarité francophone, whose founding congress was held in Marly-le-Roi, France, from May 25 to 28.



## ADMINISTRATION

## Bureau of Personnel

The *Bureau of Personnel* consists of three divisions: *Personnel Operations*, *Personnel Planning and Development*, and *Staff Relations and Compensation*.

## Personnel Operations Division

The Personnel Operations Division is responsible for the recruitment, assignments at headquarters, postings abroad, secondments, transfers and separations of Canada-based personnel in the Department, including officers, clerks, stenographers, communicators, security guards and specialist personnel. The Division is also responsible for conducting promotion competitions. In addition, the Division co-ordinates the administrative arrangements relating to assignments abroad and the designations of personnel of other departments and agencies at posts.

The Division's operations are divided into: two assignment sections concerned with the development, recommendation and implementation of policies on assignments, postings, career development, etc.; an employment section concerned primarily with recruitment and staffing; and an administrative section responsible for financial control and the maintenance of records and statistics.

## Personnel Planning and Development Division

The Personnel Planning and Development Division is responsible for manpower planning, including the forecasting, accounting and reporting of personnel utilization; for the development and implementation of training programs; for the conduct of special projects and studies with the aim of increasing managerial effectiveness and making the best use of personnel resources, and for the application of position-classification standards to determine the relative worth of jobs in the Department.

The Training and Development Section carried out a study on Spanish training that recommended increased emphasis on training in Spanish for staff posted to Spanish-speaking countries. A similar interim decision on German has been taken pending a study of the requirements for that language. Specialized training both in Ottawa and abroad in other foreign languages, such as Chinese, Japanese, Russian, and Arabic, has been continued. The administration of Canadian-language training for departmental employees, in co-operation with the Public Service Commission Language Bureau, continues to be a major concern.

Management development has moved forward with the attendance of senior officers at a variety of seminars and courses, including those at the University

of Western Ontario and the Banff School of Advanced Management. A weekend policy study session was also conducted for senior departmental officials at the Canadian Armed Forces Staff College in Kingston.

### Staff Relations and Compensation Division

The Staff Relations and Compensation Division is responsible for implementing, interpreting and administering the various statutory provisions, collective agreements and Treasury Board regulations and directives which provide the terms and conditions of employment of departmental personnel in Canada and abroad. The Staff Relations Section maintains liaison with the Treasury Board, as the employer for the Public Service, and with the staff associations which represent the employees. It advises departmental management on all aspects of staff relations and monitors grievance procedures. An Employee Services Section is responsible for payment of salaries and foreign service allowances and administers the regulations concerning leave, superannuation and health plans. The responsibilities of the Allowance Policy Section include interpretation and administration of the Foreign Service Directives, the Heads of Posts Directives and the Official Hospitality Directives. They also include the provision of advice to the Treasury Board on conditions of service abroad designed to permit Canadians to serve under a wide variety of circumstances and environments while promoting good morale and the effective performance of duties. The Division is also responsible for the pay and classification and terms and conditions of employment of approximately 1,900 locally-engaged employees at Canadian missions abroad.

### Bureau of Communications and Information Systems

The *Bureau of Communications and Information Systems* consists of two divisions -- *Records Management* and *Telecommunications* -- and of the *Library Services*.

#### Records Management Division

The Records Management Division is responsible for the effective administration of records operations at headquarters and for the functional control over all records-management activities at posts. The Director is the custodian of all official departmental files, and maintains close liaison with the Dominion Archivist on records matters.

The Division's activities include the opening of incoming official mail; the distributing of official mail, correspondence and documents; the analyzing, classifying and indexing of correspondence in such a way as to facilitate ready reference and subsequent retrieval of information; the conducting of training courses in records management; the scheduling of records for retention or destruction; and the providing of a departmental messenger service.

The task of applying to the Department's operational records the retention and disposal schedule approved by the Dominion Archivist progressed reasonably well during the year. The transfer of old departmental records from the Public Archives Records Centre to the Historical Branch, Public Archives of Canada, in accordance with the Government's 30-year policy on access to public records, continued in 1971.

A study to computerize the Department's records indices for pre-1963 records to provide rapid and accurate retrieval of relevant files through their subject titles, which was undertaken in 1970 in co-operation with the Management Services Division, the Computer Service Bureau and the Public Archives of Canada was completed in 1971 and is now being used as a retrieval aid.

### Telecommunications Division

The Telecommunications Division is responsible for the operational and technical activities of the Canadian Diplomatic Communications System, which provides for the despatch and receipt of messages by telegraph, diplomatic courier and diplomatic mail facilities between Ottawa and posts in other countries. It also arranges for the provision of telephone services at posts; conducts training courses for communicators, technicians and other departmental personnel; and is responsible for purchasing, leasing, installing and maintaining all communications equipment and services used throughout the System. Liaison with other departments and agencies that employ these facilities is a further responsibility of this Division.

### Library Services

The Library Services unit provides both reader and technical services at home and abroad for members of the Department. Periodicals, newspapers, books, government documents and foreign-language training records (including instruction guides) are bought or borrowed and distributed both on selection by the professional Library staff and on request by members of the Department. Topics in international affairs and related fields are covered by a comprehensive reference collection and an efficient reference service. The latter is supported by the Press Clipping Service with articles and other materials from the daily press. The Library maintains active liaison with other departmental libraries and alternate sources of information on international affairs and makes considerable use of interlibrary loans.

An important development during 1971 was the setting-up of a Documents Centre where materials of this sort are collected, filed and inventoried.

Small libraries were established in the newly-opened chanceries in Algiers and Peking. In April, Library Services undertook to assist in the establishment of a more ambitious library in Mexico City, a task that involved the training of staff for this specific purpose, the purchase of books, serials and other sources of information, and co-operation in the designing of the furnishings for the new library.



## Bureau of Finance and Administration

The *Bureau of Finance and Administration* provides services to the Department through six divisions: *Central Services, Finance, Foreign Travel and Removal Service, Management Services, Matériel Management and Property Management*. In accordance with the Government's policy, the Department has adopted a system of financial management that decentralizes responsibility and provides an improved framework for relating resource requirements to program plans and objectives. A complement of five area comptrollers reporting to the Director-General of Finance and Administration act as budget-control officers and financial-management advisers to the posts and missions abroad. Throughout the year, the Bureau was involved in the process of integrating into a single agency the support services for most Government operations abroad, which will enable the Government to provide administrative support for foreign operations in a modern and realistic manner.

### Central Services Division

The Central Services Division provides a variety of common support services to the Department at headquarters in Ottawa. It develops the detailed requirements for office accommodation, furnishings and equipment in the new headquarters building including security, communication, reception and conference facilities. The Division prepares programs for the allocation of space in some ten buildings and provides the necessary liaison with the Department of Public Works on such matters as the cleaning, redecoration, repair and alteration of offices.

The Division is responsible for the preparation and editing of manuals, reports and circular documents required for the efficient administration of the Department.

The Division administers telephone services and parking at headquarters. It co-ordinates the administrative procedures involved in the opening of new posts, and edits post reports. The Division is also responsible for planning and the subsequent operation of a data-processing unit to service all divisions of the Department.

### Finance Division

The Finance Division has two major responsibilities -- the co-ordination and collation of annual departmental program forecasts and estimates for submission to the Treasury Board, and the maintenance of specific and general financial controls over all departmental accounts.

As a result of amendments to the Financial Administration Act during 1969, the Division became responsible for various functions previously exercised by the Comptroller of the Treasury. These include fiscal accounting and reporting to the Receiver General, cash control, preparation of the departmental section of Public Accounts, and the performance of an internal financial audit on all transactions to ensure compliance with Parliamentary, executive and departmental policies and regulations

In April, External Affairs assumed responsibility for the administrative support services of most Government departments at posts abroad and the Division prepared a new *Manual of Financial Management* to govern the integrated financial operations, including the provision of necessary budget information for program expenditures of other Government departments.

The Division provides advice and assistance to other divisions and to posts abroad on accounting and reporting requirements and the interpretation of Government authorities and regulations, arranges payments of assessments to international organizations, administers two working-capital advances to finance post operations and provide loans to government employees posted abroad, prepares and reviews submissions to Treasury Board having financial implications, performs a complete accounts-receivable function and prepares forecasts and special statements as required

### Foreign Travel and Removal Service

With the integration of support services in April, the Department assumed responsibility for making travel and removal arrangements for the foreign operations personnel of the Department of Industry, Trade and Commerce and the Department of Manpower and Immigration. To provide appropriate service to these client departments, in addition to personnel of the Department, the Foreign Travel and Removal Service Division was formed and began operations in August.

The first objective of the new Division has been to implement organizational and procedural improvements to provide efficient, "personalized" travel and removal arrangements for present clients. A second important objective is to ensure that standards and entitlements are specified and exercised in an equitable and consistent manner.

### Management Services Division

The Management Services Division acts, in general, as an internal management and systems consultant for the Department, carrying out assigned projects with its own resources or, when appropriate, in co-operation with selected outside consultants. It studies particular situations or problems at headquarters or posts when requested by the manager concerned. It also does special studies on its own initiative from time to time with the approval of the manager or supervisor in charge. It reports its findings and recommendations to the manager, who decides whether to accept and implement the recommendations. If requested, assistance is provided during the implementation phase as well.

A particular objective assigned to the Management Services Division is the gradual development of an integrated management information system to serve all the needs of the Department other than in the substantive information area. To attain this goal, the Division is responsible to review and assess, before they are implemented, all new computer applications proposed anywhere in the Department.

A major on-going project of the new Division is a substantive information-system study which was undertaken by a previous division (Information Systems). At present all files containing documents up to and including 1963 are being prepared for computer-processing.

### Matériel Management Division

The Matériel Management Division is responsible for ensuring the adequacy of matériel support for Canadian diplomatic posts throughout the world and for the departmental headquarters by the development and promulgation of policies, guidelines and procedures to assist responsibility centres in the economic use of their matériel resources, under the rubric of "responsibility accounting". The Division is directly responsible for budgeting, procurement planning, acquisition and supply of matériel assets for new posts being opened, for the expansion of activities at existing posts, and for the major refurbishing projects arising from moves to new premises. This responsibility includes the design and planning for and the provision of office and residential furnishings and other equipment, including motor vehicles and special technical equipment which permit responsibility centres to carry out their tasks with maximum economy and efficiency, the maintenance and up-keep of all matériel resources provided and the provision of related services.

A new *Manual of Matériel Management* was issued to coincide with the integration of administrative support services. This manual provides standard policy and guidance for the matériel support of all departments affected by integration.

### Property Management Division

The Property Management Division provides, maintains, operates and manages accommodation for use as offices, official residences and staff housing, either through Government lease or Government ownership. The Division prepares short-range and long-range programs, annual and long-range budgets, and special accommodation studies; conducts a major program of property acquisition through the purchase of buildings, or the design and construction of buildings abroad; and maintains files, records and financial control. It has a staff of 20, based in Ottawa.

A significant increase in the number of properties abroad for which the Division is now responsible because of the recent policy of integration can be seen by comparing the following tabulation with that shown in the 1970 *Annual Report*:



Type	Total	GOVERNMENT OWNED			GOVERNMENT LEASED		PROJECTS UNDER CONSTRUCTION	
		Units	Original \$ Value	Current \$ Value	Units	Annual Rental	Units	Approximate Total Value
Office Buildings	162	21	12,413,100	22,336,700	139	2,881,400	2	4,841,700
Official Residences	74	42	6,807,900	18,910,000	30	377,300	2	636,000
Staff Housing	640	107	4,545,400	5,787,900	487	1,831,600	46	3,404,700
TOTAL	876	170	23,766,400	47,034,600	656	5,090,300	50	8,882,000
CONSTRUCTION SITES	14	14	2,046,000	3,112,400				
TOTAL	890	184	25,812,400	50,147,000				

During 1971 there was a modest advance in the program of design, construction and acquisition of properties abroad. Two office buildings, three official residences, and 25 staff quarters were purchased; one chancery under construction was completed and occupied and construction progressed favourably on Stage I of the New Delhi site, while Stage II of the compound development project was begun. Contracts were signed and the program of construction in Islamabad, comprising a chancery, official residence and 21 staff quarters, was started. Projects committed to design during the year included three official residences, one chancery and nine staff quarters.

## MATTERS OF PROTOCOL

The first point of contact for foreign diplomats coming to serve in Canada is the *Protocol Division*.<sup>(1)</sup> Through its liaison with the representatives of other countries in Canada and the services it provides for them, the Division plays an essential role in facilitating the external relations of Canada.

The Accreditations Section of the Division arranges for the accreditation of all foreign heads of mission coming to Canada. It also has responsibility for the formalities relating to the appointment of Canadian heads of mission and Canadian consular officers abroad.

The records of the arrivals and departures of ambassadors and high commissioners during the first nine months of the year reveal that 19 heads of mission departed, while 23 arrived. One country, whose representative was already accredited to Canada, opened a resident embassy in Ottawa, as did three countries, including the People's Republic of China, that had previously had no representation in Canada. Another country raised the rank of its head of mission from chargé d'affaires to ambassador. Still another simultaneously accredited to Canada its ambassador resident in Washington.

The Privileges and Immunities and Documentation Section of the Division facilitates the work of foreign representatives by providing them with identity and other documents related to their entitlement to the privileges and immunities under international law that they require to carry out their functions. The Section provides advice and occasionally exercises its good offices toward seeking a solution to certain kinds of problem that might impede the work of foreign representatives in Canada.

It is worth noting that foreign representatives in Canada now number several thousand, each of whom requires documentation and is entitled to some degree of privilege and immunity.

The Visits and Hospitality Section of the Division serves both the Government Hospitality Committee and the Department. It is concerned with all arrangements for visits to Canada by foreign government dignitaries and heads of international organizations who are official guests of the Government of Canada. This includes the hospitality extended to them and their comfort and safety while in Canada.

The Section is also responsible for hospitality offered by the Minister to foreign ambassadors; the operation of the Government Guest House; the procurement of suitable gifts for presentation to foreign dignitaries at home and abroad by the Prime Minister and the Secretary of State for External Affairs; and the channelling to the Decorations Committee of proposals by foreign governments for the granting of awards to Canadians.

During 1971, the Government Hospitality Committee and the Visits and Hospitality Section, in co-operation with other government departments and

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(1) With the exception of the Passport Office, which reports direct to one of the Assistant Under-Secretaries, the Protocol Division and the other units discussed from here to Page 99 report to the Under-Secretary.

agencies and with appropriate divisions of the Department, made or assisted with arrangements for visits<sup>(1)</sup> to Canada by heads of state, heads of government, members of royal houses, and senior officials of foreign governments, as well as leaders of international organizations, delegations and other official visitors.

Mr. Diori Hamani, President of the Republic of Niger, accompanied by Mrs. Diori, made a private visit to Canada in June and July. The President's itinerary included visits to Ottawa, Regina, Calgary, Banff, Edmonton, Vancouver and Toronto. Marshal Josip Broz Tito, President of the Socialist Federal Republic of Yugoslavia, accompanied by Mrs. Broz, made a state visit to Canada in November. Centres visited were Ottawa, Quebec and Halifax.

Five prime ministers made official visits to Canada during the year: Mr. Abdou Diouf, Prime Minister of Senegal, in May; Ratu Sir Kamisese Mara, Prime Minister of Fiji, in July; Tun Abdul Razak, Prime Minister of Malaysia, Mr. Alexei N. Kosygin, Chairman of the Council of Ministers of the Union of Soviet Socialist Republics, and Mrs. Sirimavo Bandaranaike, Prime Minister of Ceylon, in October. Prime Ministers Sir Kamisese Mara and Tun Razak included Vancouver in their itineraries. Premier Kosygin, accompanied by his daughter, Mrs. Gvishiani, proceeded from Ottawa to Montreal, Vancouver, Edmonton, and Toronto.

Official visits to Canada were also made by the Foreign Minister of Romania, Mr. Corneliu Manescu, accompanied by Mrs. Manescu, in June, and the Foreign Minister of France, Mr. Maurice Schumann, with Mrs. Schumann, in September.

President Léopold Senghor of Senegal made a brief stopover in Montreal in June. Prime Minister Errol Barrow of Barbados made an overnight stop in the same city in February, and returned for an unofficial one-day visit to Canada in October.

The Government Hospitality Committee gave executive and administrative assistance to the special committee responsible for the program for the visit of Her Majesty The Queen, His Royal Highness the Duke of Edinburgh, and Her Royal Highness the Princess Anne to the Province of British Columbia on the occasion of the Centennial celebrations, May 5-15. It also co-ordinated arrangements for the visit to the Province of Manitoba of Her Royal Highness the Princess Margaret and Lord Snowdon, September 23-27.

A private visit to Canada was made in June by Her Imperial Majesty Farah Pahlavi, Shahbanou of Iran. Her Imperial Majesty was a guest of Their Excellencies the Governor General and Mrs. Michener before proceeding to Montreal to inaugurate Iran week at "Terre des Hommes."

Arrangements for the Japan-Canada Ministerial Committee Meeting of September 11-16, in Toronto and subsequently Vancouver, as well as for the Canada-Mexico Ministerial Meeting in Ottawa, October 20-24, were handled by the Section.

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(1) more than 60



In addition to the hospitality extended to official foreign guests staying at the Official Guest House, 7 Rideau Gate, the Visits and Hospitality Section arranged more than seventy hospitality functions during the period under review.

The Visits Section also organised a trip to Upper Canada Village for Heads of Mission accredited to Canada.

## PRESS RELATIONS

Responsibility for relations between the Department and the press, radio and television rests with the *Press Office*. It assists the communications media in reporting on Canadian foreign policy and current developments in international affairs, and helps keep the Department informed of news stories and events that may affect its work. The Press Office gives periodic briefings to the press and answers questions regarding Canadian foreign policy, the work of the Department and on important international developments. It facilitates the work of Canadian journalists travelling abroad, including those accompanying the Secretary of State for External Affairs or other representatives of the Government attending conferences. The Press Office arranges for the distribution of press releases, policy statements and speech texts on international affairs, and assists in the preparation of press conferences for the Secretary of State for External Affairs and for distinguished foreign visitors to Ottawa.

The Press Office keeps Canadian posts abroad informed on major news events in Canada and Government policy announcements. Policy statements are sent in English to 69 posts by telegram, 18 by air-mail and two by courier-bag, and in French to 23 posts by telegram and six by air-mail. A nightly bulletin of Canadian news, prepared in English by the Canadian Press and in French by Radio Canada, also goes to posts by telegram and air mail. The Press Office provides assistance to posts in dealing with the press in their areas, particularly those in Washington, New York, London and Paris, which have press officers as members of the staff.

## INSPECTION AND LIAISON

With the recent reorganization of the Department's headquarters and the continuing process of integration of support services at posts, the *Inspection Service*, which reports direct to the Under-Secretary of State for External Affairs, has assumed enlarged responsibilities in carrying out its inspection and liaison functions.

The Inspection Service undertakes systematic independent reviews and appraisals of departmental operations both at posts and at headquarters. It assists all levels of management in the discharge of their responsibilities by furnishing them with objective analyses, appraisals, comments and recommendations. The Service endeavours, *inter alia*, to assess activities against objectives and performance against programs; to provide constructive and realistic recommendations for improvement in departmental operations at home and abroad; to ascertain the degree of compliance with established policies, plans and procedures and, on the other hand, to inform senior management of cases where adherence to these may not, in fact, contribute to departmental objectives. The Service co-operates with Area Comptrollers of the Department's Bureau of Finance and Administration in determining to what extent effective and economical use is being made of manpower, financial and matériel resources available for departmental operations and how accounting objectives are being met.

An important aspect of the Inspection Service's responsibility is its personnel, or liaison, function. This involves evaluation of the effectiveness of post management and of the performance and capabilities of personnel, assessment of staffing requirements and the identification of problems or potential problems in the personnel field.

Inspection teams also perform an information function by bringing posts up to date on developments at headquarters and helping to ensure that departmental requirements are understood in the field.

During 1971, inspection visits were made to six posts in Europe -- three in the United States and nine in the Pacific area and the Far East. In addition, the Director attended the Commonwealth Caribbean heads of post meeting at Port-of-Spain, Trinidad, in December and undertook special inspection and liaison visits to two other Caribbean posts.



## PASSPORT SERVICES

Canadian citizens living in Canada and in countries abroad look for the co-ordination of their passport and visa requirements to the *Passport Office*. In addition to ordinary passports, the Passport Office issues special and diplomatic passports to members of government departments and agencies travelling on official business and performs visa services for officials as required. The Office also issues certificates of identity to stateless persons. In addition, on June 4, 1969, Canada acceded to the 1951 Convention Relating to the Status of Refugees, to the 1965 Protocol to that Convention, and to the 1957 Hague Agreement on Refugee Seamen. These instruments impose an obligation on Canada to issue distinctive travel documents to "Convention refugees", and the Passport Office began issuing such documents in 1970. The Office also performs passport and visa services on behalf of certain Commonwealth countries that have not yet established resident missions in Ottawa.

Policy

There were no major changes in policy in 1971 governing passport requirements. However, a number of studies are under way aimed at bringing passport requirements further into line with the constantly accelerating speed of travel and more mechanized office procedures.

Organization and Personnel

Following the establishment of a new organizational structure in harmony with the current requirements of the Passport Office, most positions thus established were classified and filled in 1971.

Operations

The volume of passports issued during 1971 increased by approximately 5.5 per cent over last year. The seasonal pattern of passport activity changed somewhat from previous years. While the first six months of the year has generally been the peak period, the first six months of 1971 showed a decrease of 2.5 per cent over the corresponding period of 1970.

The volume during this period represented 63.5 per cent of the total annual volume. However, to the end of August, there was an increase of .6 per cent over the first eight months of 1970.

Regional Offices

The regional passport offices opened in Montreal, Toronto and Vancouver early in 1970 have continued to provide excellent service to persons living in

those areas and presenting applications in person. These offices have also continued to contribute to the smooth functioning of the passport operation as a whole by their ability to respond on the spot to emergency situations that would otherwise have had to be handled in Ottawa.

During 1971, the three regional offices issued 151,396 passports, representing 36 per cent of the total volume issued in Canada during the year. The actual number of passports issued by each office is as follows:

<u>Office</u>	<u>Passports Issued</u>
Montreal	57,466
Toronto	65,594
Vancouver	<u>28,336</u>
	151,396

Public response, as shown by the above figures, demonstrates the important role these offices are playing in improving the quality of passport service to the public through their efficient operation in large urban centres from which much travel originates.

With the success of the three preliminary regional offices, plans are well under way for opening of further offices in other parts of Canada.

#### Posts Abroad

There are 90 posts abroad issuing ordinary, special, diplomatic and emergency passports. The total volume of issuance abroad during the year was 32,284.

#### Advertising

The advertising campaign aimed at levelling peak periods by encouraging applications during the off-season emphasized to the general public the importance of applying for passports early and completing applications correctly. The 1971 campaign consisted of advertisements in daily newspapers, a few mass-circulation weekend papers and monthly magazines aimed specifically at the travelling public or the travel industry.

Press releases were also used to help educate the public in certain problem areas concerning passports and travel as these problems became apparent.

#### Production

The following table provides details of annual Passport Office activity in the last ten years:

			<u>Certificates of Identity</u>	<u>Refugees Travel Documents</u>
<u>Passports</u>				
<u>Year</u>	<u>Issued</u>	<u>Renewed</u>	<u>Issued and Extended</u>	<u>Issued and Extended</u>
1962	155,363	23,636	5,535	
1963	164,445	26,964	3,881	
1964	184,569	32,784	3,167	
1965	203,571	38,456	1,193	
1966	208,804	42,749	2,681	
1967	218,064	46,842	2,628	
1968	284,442	57,761	2,246	
1969	368,175	8,061	1,553	
1970 (1)	393,104		1,636	655
1971 (2)	446,834 (3)		2,004	1,160

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(1) Adjusted final figures.

(2) Preliminary figures subject to final adjustment.

(3) Includes 32,284 passports issued at posts abroad.



## RESIDUAL DEPARTMENTAL UNITS

Besides the Protocol Division, the Press Office and the Inspection Service, there are five other units that report direct to the Under-Secretary of State for External Affairs.

The *Security and Intelligence Liaison Division* serves as a channel for communications with Canada's national security authorities on matters of common concern. It is a self-contained unit responsible for organizing and monitoring departmental security at home and abroad. The Division acts, in addition, as a co-ordinating link with other departments and agencies concerned with the analysis of intelligence data.

The *Policy Analysis Group*, the *Operations Centre* and the *Central Staff* exist to ensure, each in its own way, that the benefits of the greater delegation of authority resulting from the recent headquarters reorganization are not dissipated through inconsistency and lack of co-ordination and that the departmental organization as a whole continues to respond promptly to the needs of Government policy. Thus the Policy Analysis Group was set up in recognition of a new emphasis on longer-range, systematic analysis in the formulation of external policy and in promoting policy co-ordination. As well as helping in the development and application of new techniques of research into forecasting and "future-oriented" policy, the Group maintains links with non-governmental organizations, learned societies and universities concerned with international affairs. The Operations Centre serves as a point at which information and co-ordination functions can converge when any kind of international tension involves Canadian interests, as, for example, during the India-Pakistan crisis, when it provided working facilities and communications, "media" information, conference arrangements and audio-visual support for briefings. The Central Staff provides liaison and secretarial services to the Minister and senior executives of the Department.

Finally, the Department of External Affairs administers the *Special Research Bureau*, which collates and analyzes information concerning the economic affairs of other countries.

## PUBLICATIONS OF THE DEPARTMENT OF EXTERNAL AFFAIRS

The Department of External Affairs issues two free catalogues of its publications -- one for residents of Canada and the other for residents of other countries. Free publications may be ordered from the Information Division, Department of External Affairs, Ottawa, or from Canadian diplomatic and consular posts. Publications for which there is a charge may be ordered from Information Canada, Ottawa.

## 1. Publications Available Both in Canada and Abroad

*Canada Treaty Series:* Texts of individual treaties, conventions and other agreements between Canada and other countries. Prices may be obtained from Information Canada, Ottawa.

*Canadian Representatives Abroad:* A bilingual directory of Canadian diplomatic, consular and trade offices abroad. Information concerning the frequency of issue and price may be obtained from Information Canada, Ottawa.

*Diplomatic Corps and Consular and Other Representatives in Canada:* A bilingual directory of diplomatic missions in Ottawa and consular and other missions throughout Canada. Information concerning the frequency of issue and price may be obtained from Information Canada, Ottawa.

*Official Papers:*

Canada and the Korean Crisis 1950. Price: Canada, the United States and Mexico, 25 cents; other countries, 30 cents.

Columbia River Treaty Protocol and Related Documents. Price \$3.00.

Federalism and International Conferences on Education. Price 75 cents.

Federalism and International Relations. Price \$1.00.

Report of Disarmament Discussions 1957. Price: Canada, the United States and Mexico, 35 cents; other countries, 40 cents.

The Crisis in the Middle East: October-December 1956. Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

*Foreign Policy for Canadians:* A set of six pamphlets based on the results of the 1970 foreign policy review by the Canadian Government. The main paper bears the series title, and the other five are entitled Europe, International Development, Latin America, Pacific and United Nations. Price: the six pamphlets, boxed, \$3.00; individual pamphlets, 50 cents.

*Reference Papers:* Background information on various aspects of Canada's role in world affairs. (No charge)

- No. 69. The Department of External Affairs.
- No. 85. Canada and the International Labour Organization.
- No. 86. Canada's External Aid.
- No. 87. Canada and the World Meteorological Organization.
- No. 88. Canada and ICAO.
- No. 93. Canada's Contribution to the United Nations.
- No. 95. The Commonwealth.
- No. 121. Food and Agriculture Organization.

*Statements and Speeches:* Made during 1971 by Cabinet Ministers and certain other public figures. (No charge)

Rt. Hon. Pierre Elliott Trudeau, Prime Minister:

- |       |   |                                 |
|-------|---|---------------------------------|
| 71/1  | A Canadian View of the Commonwealth.                            | Ottawa,<br>January 5            |
| 71/3  | The Situation in Southern Africa.                               | Singapore,<br>January 20        |
| 71/4  | The Commonwealth in the Seventies.                              | Singapore,<br>January 21        |
| 71/5  | The Commonwealth Heads of Government Meeting,<br>Singapore - I. | House of Commons,<br>February 1 |
| 71/16 | A Canadian Leader Looks at the Soviet Union.                    | House of Commons,<br>May 28     |
| 71/17 | Prime Minister Trudeau Talks to Soviet Leaders.                 | House of Commons,<br>May 28     |

Hon. Mitchell Sharp, Secretary of State for External Affairs:

- |       |   |                                 |
|-------|---|---------------------------------|
| 71/2  | Report of the International Joint Commission on<br>Pollution.             | House of Commons,<br>January 14 |
| 71/10 | Current Developments in International Law and<br>Canadian Foreign Policy. | Montreal,<br>March 29           |
| 71/12 | Visit to Africa.  | House of Commons,<br>March 22   |



71/13	Toward a Middle East Peace Settlement.	House of Commons, April 1
71/18	Nuclear Energy and World Peace.	Geneva, September 6
71/19	An OECD Imperative: Consultation and Co-operation.	Paris, June 8
71/20	Perspectives for International Trade.	Paris, June 8
71/21	Official Canadian Visits to Hanoi in 1964 and 1965.	House of Commons, June 17
71/23	Implications for Canada of the "Nixon Doctrine".	New York, September 21
71/24	Maintaining the Solidarity of the North Atlantic Alliance.	Ottawa, September 27
71/25	A Turning-Point in World History.	New York, September 29
71/26	The Changing World Viewed from Canada.	Toronto, November 6
71/27	Relief for Pakistani Refugees in India.	House of Commons, November 17
71/29	Canada Assesses the British Settlement with Rhodesia.	House of Commons, December 1

Mr. A. Ouellet, Parliamentary Secretary to the Secretary of State for External Affairs:

71/11	Canada and the Commonwealth.	Winnipeg, March 7
71/14	Canada Seeks Closer Links with Latin America.	San José, April 13

Mr. Paul Gérin-Lajoie, President of the Canadian International Development Agency:

71/7	Canada's Foreign Aid Priorities.	House of Commons, February 4
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Mr. Marcel Cadieux, Canadian Ambassador to the United States:

71/22	A Powerful and Considerable Community.	Princeton, May 25
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## 2. Publications Distributed Abroad Only

*Canadian Weekly Bulletin:* Reports on important announcements and developments in Canada, with some illustrations.

*Facts on Canada:* A free booklet illustrated in colour, available from Canadian posts in English, French, Spanish, German, Italian, Dutch, Russian, Japanese, Portuguese, Czech, Finnish, Polish, Serbo-Croatian and Danish.

*Let's Look at Canada:* A free pamphlet with brief text, illustrated in colour, available from Canadian posts in English, French, Japanese, Czech and Finnish.

*Reprints:* Articles on Canada and Canadian affairs reproduced from various printed sources, available without charge for reprint by periodicals abroad.

# APPENDIX II

## DEPARTMENTAL PERSONNEL STATISTICS

Comparison of Staff on 31 December 1970 and 31 December 1971:

	<u>1970</u>	<u>1971</u>
<u>Officers</u>		
Ottawa	397	456
Abroad	328	358
<u>Administrative Staff</u>		
Ottawa	727	731
Abroad	<u>610</u>	<u>696</u>
TOTALS	2,062	2,241
Locally-engaged staff abroad	980	1,850
Foreign service officers appointed	5	59
Other appointments	166	392
<u>Separations</u>		
Foreign service officers	34	14
Others	206	153



# APPENDIX III

## 1. CANADIAN DIPLOMATIC REPRESENTATION

### A. Embassies<sup>(1)</sup>

Country	City
* Afghanistan (Pakistan)	
Algeria	Algiers
Arab Republic of Egypt	Cairo
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
* Bolivia (Peru)	
Brazil	Rio de Janeiro
* Bulgaria (Yugoslavia)	
* Burma (Malaysia)	
* Burundi (Zaire)	
Cameroon	Yaoundé
* Central African Republic (Cameroon)	
* Chad (Cameroon)	
Chile	Santiago
China, People's Republic of	Peking
Colombia	Bogota
* Congo, People's Republic of (Zaire)	
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
* Dahomey (Ghana)	
Denmark	Copenhagen
* Dominican Republic (Venezuela)	
* Ecuador (Colombia)	
* El Salvador (Costa Rica)	
Ethiopia	Addis Ababa
Finland	Helsinki
France	Paris
* Gabon (Cameroon)	
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
* Guinea (Senegal)	
Haiti	Port-au-Prince

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(1) No resident diplomatic mission maintained in countries marked with an asterisk. The country named in brackets is that in which the accredited Canadian representative resides.

Country	City
Holy See	Rome
* Honduras (Costa Rica)	
* Hungary (Czechoslovakia)	
* Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
* Iraq (Iran)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
Ivory Coast	Abidjan
Japan	Tokyo
* Jordan (Lebanon)	
* Korea (Japan)	
* Kuwait (Iran)	
Lebanon	Beirut
* Libya (Tunisia)	
* Luxembourg (Belgium)	
* Madagascar (Ethiopia)	
* Mali (Senegal)	
* Mauritania (Senegal)	
Mexico	Mexico City
* Morocco (Spain)	
* Nepal (India)	
Netherlands	The Hague
* Nicaragua (Costa Rica)	
* Niger (Ivory Coast)	
Norway	Oslo
* Panama (Costa Rica)	
* Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
* Romania (Yugoslavia)	
* Rwanda (Zaire)	
Senegal	Dakar
* Somalia (Ethiopia)	
South Africa	Pretoria
Spain	Madrid
* Sudan (Arab Republic of Egypt)	
Sweden	Stockholm
Switzerland	Berne
* Syrian Arab Republic (Lebanon)	
Thailand	Bangkok
* Togo (Ghana)	
Tunisia	Tunis
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United States of America	Washington
* Upper Volta (Ghana)	

Country	City
* Uruguay (Argentina)	
Venezuela	Caracas
Yugoslavia	Belgrade
Zaire	Kinshasa

#### B. Offices of High Commissioners

Country	City
Australia	Canberra
* Barbados (Trinidad and Tobago)	
* Botswana (South Africa)	
Britain	London
Ceylon	Colombo
Cyprus	Nicosia
* Fiji (Australia)	
* Gambia (Senegal)	
Ghana	Accra
Guyana	Georgetown
India	New Delhi
Jamaica (2)	Kingston
Kenya	Nairobi
* Lesotho (South Africa)	
Malaysia	Kuala Lumpur
* Malta (Italy)	
* Mauritius (Tanzania)	
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Islamabad
* Sierra Leone (Nigeria)	
Singapore	Singapore
* Swaziland (South Africa)	
Tanzania, United Republic of	Dar-es-Salaam
* Tonga (New Zealand) (3)	
Trinidad and Tobago	Port-of-Spain
* Uganda (Kenya)	
* Western Samoa (New Zealand)	
Zambia	Lusaka

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(2) High Commissioner also accredited as Commissioner for Canada in the Bahamas and British Honduras.

(3) High Commissioner also accredited as Commissioner for Canada in the West Indies (Associated States).



## C. Permanent Delegations to International Organizations

Organization	City
Atomic Energy Agency	Vienna
European Communities (Atomic Energy, Coal and Steel, Economic)	Brussels
North Atlantic Council	Brussels
Organization for Economic Co-operation and Development	Paris
United Nations	New York
United Nations (Geneva Office)	Geneva
United Nations Educational, Scientific and Cultural Organization	Paris
United Nations Industrial Development Organization	Vienna

### 2. CONSULAR OFFICES

#### A. Consulates General

Country	City
France	Bordeaux
	Marseilles
Germany	Düsseldorf
	Hamburg
Iceland	Reykjavik (honorary officer in charge)
Italy	Milan
Monaco (4)	
Philippines	Manila
United States of America	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

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(4) Care of Canadian Consulate General, Marseilles.

## B. Consulates

Country	City
Brazil	Saõ Paulo
San Marino <sup>(5)</sup>	
United States of America	Buffalo Cleveland Dallas Detroit Minneapolis Philadelphia San Juan (Territory of Puerto Rico)

## C. Vice-Consulates

Country	City
Brasilia D.F. <sup>(6)</sup>	Brasilia

## 3. MILITARY MISSIONS

Country	City
Germany	Berlin <sup>(7)</sup>

## 4. INTERNATIONAL SUPERVISORY COMMISSIONS

Country	City
Laos	Vientiane
Viet-Nam	Saigon

## 5. COMMISSION

Country	City
Hong Kong	Hong Kong

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(5) Care of Canadian Embassy, Rome.

(6) "D.F." means "Federal District".

(7) Non-resident mission covered from Bonn.

DIPLOMATIC AND CONSULAR REPRESENTATION  
OF OTHER COUNTRIES IN CANADA<sup>(1)</sup>

1. Diplomatic Missions Resident in Canada

Country	Nature of Post
Algeria	Embassy
Arab Republic of Egypt	Embassy
* Argentina	Embassy
* Australia	High Commissioner's Office
* Austria	Embassy
Barbados	High Commissioner's Office
* Belgium	Embassy
* Brazil	Embassy
* Britain	High Commissioner's Office
* Bulgaria	Embassy
Burma	Embassy
Cameroon	Embassy
Ceylon	High Commissioner's Office
* Chile	Embassy
China (People's Republic of)	Embassy
* Colombia	Embassy
* Cuba	Embassy
* Czechoslovakia	Embassy
* Denmark	Embassy
* Dominican Republic	Embassy
* Ecuador	Embassy
* Finland	Embassy
* France	Embassy
Gabon	Embassy
* Germany	Embassy
Ghana	High Commissioner's Office
* Greece	Embassy
Guyana	High Commissioner's Office
* Haiti	Embassy
Holy See	Apostolic Nunciature
* Hungary	Embassy
* India	High Commissioner's Office
* Indonesia	Embassy
Iran	Embassy
* Ireland	Embassy
* Israel	Embassy

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(1) Countries with consulates-general, consulates or trade commissions in Canada are marked with an asterisk. For more detailed information see *Diplomatic Corps and Consular and Other Representatives in Canada*.



Country	Nature of Post
* Italy	Embassy
Jamaica	High Commissioner's Office
* Japan	Embassy
* Korea	Embassy
* Lebanon	Embassy
Malaysia	High Commissioner's Office
* Mexico	Embassy
* Netherlands	Embassy
* New Zealand	High Commissioner's Office
Nigeria	High Commissioner's Office
* Norway	Embassy
* Pakistan	High Commissioner's Office
* Peru	Embassy
* Philippines	Embassy
* Poland	Embassy
* Portugal	Embassy
* Romania	Embassy
Rwanda	Embassy
* South Africa	Embassy
* Spain	Embassy
* Sweden	Embassy
* Switzerland	Embassy
Tanzania	High Commissioner's Office
* Thailand	Embassy
* Trinidad and Tobago	High Commissioner's Office
Tunisia	Embassy
* Turkey	Embassy
* Union of Soviet Socialist Republics	Embassy
* United States of America	Embassy
* Venezuela	Embassy
* Yugoslavia	Embassy
Zaire	Embassy

## 2. Accredited Diplomatic Missions not Resident in Canada

Country	Nature of Post	Residence
Afghanistan	Embassy	Washington
* Bolivia	Embassy	Washington
Botswana	Embassy	Washington
Burundi	Embassy	New York
Central African Republic	Embassy	Washington
Congo (People's Republic of the)	Embassy	New York
* Costa Rica	Embassy	Washington
Cyprus	High Commissioner's Office	Washington
* Dahomey	Embassy	Washington
* El Salvador	Embassy	Washington
Fiji	Embassy	New York
* Guatemala	Embassy	Washington

Country	Nature of Post	Residence
Guinea	Embassy	Washington
* Iceland	Embassy	Washington
Ivory Coast	Embassy	Washington
Jordan	Embassy	Washington
Kuwait	Embassy	Washington
Lesotho	High Commissioner's Office	Washington
* Liberia	Embassy	Washington
* Luxembourg	Embassy	Washington
* Madagascar	Embassy	Washington
Mali	Embassy	Washington
Malta	High Commissioner's Office	Washington
Mauritania	Embassy	New York
Mauritius	High Commissioner's Office	Washington
Morocco	Embassy	Washington
Nepal	Embassy	Washington
* Nicaragua	Embassy	Washington
* Niger	Embassy	Washington
* Panama	Embassy	Washington
* Senegal	Embassy	Washington
Sierra Leone	High Commissioner's Office	Washington
Singapore	High Commissioner's Office	New York
Somalia	Embassy	New York
Sudan	Embassy	New York
Syrian Arab Republic	Embassy	New York
Swaziland	High Commissioner's Office	Washington
Togo	Embassy	Washington
Uganda	High Commissioner's Office	New York
Upper Volta	Embassy	Washington
* Uruguay	Embassy	Washington
Zambia	High Commissioner's Office	New York

3. Countries having Consulates-General, Consulates  
or Trade Commissions but no accredited  
Diplomatic Missions

Honduras  
Iraq  
Monaco  
San Marino  
West Indies (Associated States)

INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS  
OF WHICH CANADA IS A MEMBER

Conference of the Committee on Disarmament in Geneva

Commonwealth

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Agricultural Bureau Executive Council  
Commonwealth Air Transport Council  
Commonwealth Committee on Mineral Processing  
Commonwealth Committee on Mineral Resources and Geology  
Commonwealth Defence Science Organization  
Commonwealth Forestry Conference and the  
Standing Committee on Commonwealth Forestry  
Commonwealth Foundation<sup>(1)</sup>  
Commonwealth Fund for Technical Co-operation  
Commonwealth Parliamentary Association  
Commonwealth Scientific Committee  
Commonwealth Scholarship and Fellowship Plan  
Commonwealth Telecommunications Organization  
Commonwealth War Graves Commission

La Francophonie

L'Association Internationale des Parlementaires de Langue Française  
L'Agence de Coopération Culturelle et Technique  
La Conférence des Ministres de l'Education nationale des Etats  
africains et malgache d'expression française  
La Conférence des Ministres de la Jeunesse et des Sports des États  
africains et malgache d'expression française

North Atlantic Treaty Organization

United Nations<sup>(2)</sup>

Councils and Selected Organs of the General Assembly

Ad Hoc Committee on Extra-Budgetary Funds  
Advisory Committee on the United Nations Educational and  
Training Program for Southern Africans

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(1) A semi-autonomous organization financially supported by Commonwealth governments.

(2) A more comprehensive list of United Nations bodies of which Canada is a member is available in *Canada and the United Nations 1966*.



United Nations Conference on Trade and Development:  
Trade and Development Board  
United Nations Industrial Development Organization  
United Nations Special Committee on Peacekeeping Operations

Specialized Agencies and Other Agencies<sup>(3)</sup>

Board of Auditors  
Board of Trustees of the United Nations Institute for  
Training and Research  
Commission on the Status of Women  
Committee on Application for Review of Administrative  
Tribunal Judgments  
Committee on the Peaceful Uses of the Seabed and Ocean Floor  
Beyond the Limits of National Jurisdiction  
Executive Committee of the High Commissioner for Refugees  
Food and Agriculture Organization (FAO)  
Inter-governmental Maritime Consultative Organization  
Inter-governmental Oceanographic Organization  
International Atomic Energy Agency  
International Bank for Reconstruction and Development:  
International Development Association  
International Finance Corporation  
International Civil Aviation Organization  
International Labour Organization  
International Monetary Fund  
International Telecommunication Union  
Scientific Advisory Committee  
Scientific Committee on the Effects of Atomic Radiation  
Special Committee on Principles of International Law Concerning  
Friendly Relations and Co-operation Among States  
Special Committee on the Rationalization of the Procedures and  
Organization of the General Assembly  
Special Committee on the Question of Defining Aggression  
United Nations Commission for Social Development  
United Nations Committee on Housing, Building and Planning  
United Nations Committee on the Peaceful Uses of Outer Space  
United Nations Educational, Scientific and Cultural Organization  
Universal Postal Union  
World Health Organization  
World Meteorological Organization

Other Selected United Nations Bodies

Advisory Committee on the Application of Science and Technology  
to Development  
Commission on Narcotic Drugs  
Conference of the Committee on Disarmament

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(3) During 1968, Canada was elected to the Executive Board of UNESCO and thus is now a member of the executive boards of all these Agencies.

Customs Co-operation Council and World Intellectual  
Property Organization  
Economic Commission for Latin America  
Economic and Social Council Standing Committees:  
Advisory Committee on Application of Science and Technology  
to Development  
Committee on Natural Resources  
Sub-Commission on Prevention of Discrimination and Protection  
of Minorities of the Commission of Human Rights  
Executive Board of the United Nations Children's  
Fund (UNICEF)  
Governing Council of the United Nations Development Program  
Preparatory Committee of the United Nations Conference on the  
Human Environment  
Statistical Commission  
UNCTAD-FAO Joint Study Group on Grains  
UNCTAD-FAO Joint Study Group on Jute, Kenaf and Allied Fibres  
UNCTAD-FAO Joint Study Group on Oil Seeds, Oils and Fats  
United Nations Committee on Natural Resources  
United Nations-FAO World Food Program  
United Nations Preparatory Committee for the 1972 Conference on  
the Environment

#### Canada-Belgium

Joint Scientific Commission  
Mixed Commission for Scientific, Industrial and Technological  
Co-operation

#### Canada-Britain

Anglo-Canadian Ministerial Committee on Trade and Economic Affairs  
Canada-United Kingdom Continuing Committee on Trade and Economic  
Affairs

#### Canada-France

Canada-France Joint Cultural Commission  
Canada-France Joint Economic Committee  
Canada-France Parliamentary Association

#### Canada-Japan

Canada-Japan Ministerial Committee

#### Canada-Mexico

Canada-Mexico Joint Ministerial Committee

#### Canada-New Zealand

Canada-New Zealand Consultative Committee

## Canada-Tunisia

Canada-Tunisia Joint Committee

## Canada-United States

Canada-United States Balance of Payments Committee  
Canada-United States Committee on Joint Defence (Ministerial)  
Canada-United States Inter-Parliamentary Group  
Canada-United States Joint Civil Emergency Planning Committee  
Canada-United States Technical Committee on Agricultural  
Marketing and Trade Problems  
Great Lakes Fishery Commission  
International Boundary Commission  
International Joint Commission  
International Pacific Halibut Commission  
International Pacific Salmon Fisheries Commission  
Joint United States-Canadian Committee on Trade and Economic  
Affairs (Ministerial)  
Military Co-operation Committee/Canada-U.S. Regional Planning  
Group  
North American Air Defence Command  
Permanent Joint Board on Defence  
Roosevelt-Campobello International Park Commission  
Senior Policy Committee on the Canada-United States Defence  
Production and Development Sharing Program

## Canada-Union of Soviet Socialist Republics

Mixed Commission for Co-operation in the Industrial Applications  
of Science and Technology

## Canada-West Indies

Standing Commonwealth Caribbean-Canada Trade and Economic  
Committee

## Colombo Plan

Consultative Committee on Co-operative Economic Development  
in South and Southeast Asia  
Council for Technical Co-operation in South and Southeast Asia

## Commodities

Cotton Textiles Committee  
International Bureau for the Publication of Customs Tariffs  
International Cocoa Study Group  
International Coffee Agreement  
International Copper Study Group  
International Cotton Advisory Committee  
International Lead and Zinc Study Group  
International Rubber Study Group



International Sugar Agreement  
International Tin Agreement  
International Tungsten Study Group  
International Wheat Arrangement 1967  
International Wool Study Group

### Conservational

International Commission for the Northwest Atlantic Fisheries  
International Council for the Exploration of the Sea  
International North Pacific Fisheries Commission  
International Union for the Conservation of Nature  
International Whaling Commission  
North Pacific Fur Seal Commission

### General Agreement on Tariffs and Trade

### Hague Conference on Private International Law

### Inter-American

Centre for Latin American Monetary Studies  
Inter-American Centre of Tax Administrators  
Inter-American Radio Office  
Inter-American Statistical Institute  
Pan-American Institute of Geography and History  
Pan-American Health Organization  
Postal Union of the Americas and Spain

### International Criminal Police Organization

### International Exhibitions Bureau

International Institutions for the Unification of Private Law

### Inter-Parliamentary Union

### Organization for Economic Co-operation and Development

### Permanent Court of Arbitration

### Regional Development Banks

Asian Development Bank  
Caribbean Development Bank

### Scientific

Committee of ICSU on Data for Science and Technology  
Committee of ICSU on Oceanographic Research  
Committee of ICSU on Problems of the Environment  
Committee of ICSU on Space Research  
International Association of Geomagnetism and Aeronomy  
International Association of Seismology and Physics

International Astronomical Union  
International Bureau of Weights and Measures  
International Congress of Essential Oils  
International Council of Scientific Union  
International Geographical Union  
International Hydrographic Bureau  
International Institute of Refrigeration  
International Mathematical Union  
International Society for Photogrammetry  
International Union of Biochemistry  
International Union of Biological Science  
International Union of Geodesy and Geophysics  
International Union of Geological Sciences  
International Union of Nutritional Sciences  
International Union of Pure and Applied Biophysics  
International Union of Pure and Applied Chemistry  
International Union of Theoretical and Applied Mechanics

Space Telecommunications

Interim Communications Satellite Committee

Universal Copyright Convention

## APPENDIX VI

### INTERNATIONAL CONFERENCES HELD IN 1971 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial List)

#### A. United Nations Conferences

Commission on Human Rights, Geneva, February 22--March 26.

Committee for Development Planning, 7th Session, Geneva, March 22--April 2.

Committee on the Peaceful Uses of Outer Space, New York, September 1-10;  
Legal Sub-Committee, 10th Session, Geneva, June 7--July 2; Scientific and  
Technical Sub-Committee, 8th Session, New York, July 6-15.

Committee on the Peaceful Uses of the Seabed and the Ocean Floor beyond the  
Limits of National Jurisdiction, New York, February 18-19.

Conference of the Committee on Disarmament, 1st Session, Geneva, March 1-26;  
2nd Session, June 29--September 30.

Diplomatic Conferences to Revise the Universal Copyright Convention and the  
Berne Convention on Intellectual Property, Paris, July 5-24.

Economic Commission for Asia and the Far East, 27th Session, Manila, April 20-30.

Economic Commission for Europe, 26th Session, Geneva, April 19-30.

Economic Commission for Latin America, Santiago, April 27--May 7.

Economic and Social Council, 50th Session, New York, April 26--May 21.

Food and Agriculture Organization, Conference, 16th Session, Rome, November 6-25.

Fourth International Conference on the Peaceful Uses of Atomic Energy, Geneva,  
September 6-16.

General Conference of the International Atomic Energy Agency, Vienna,  
September 23-30.

Intergovernmental Maritime Consultative Organization, Assembly, 7th Session,  
London, October 5-15; Conference on Establishment of International Fund  
for Compensation of Oil Pollution Victims and on the Transportation of  
Nuclear Substances, Brussels, November 29--December 17.

Intergovernmental Working Group on Marine Pollution, 1st Session, London,  
June 14-18; 2nd Session, Ottawa, November 8-12.



Intergovernmental Working Group on the Declaration on the Human Environment,  
New York, May 10-21.

International Bank for Reconstruction and Development, Board of Governors,  
Washington, September 27--October 1.

International Civil Aviation Organization, Assembly, 18th Session, Vienna,  
June 21--July 7; International Conference on Air Law, Montreal, September 8-23;  
International Conference to Amend the Warsaw Convention, Guatemala City,  
February 9--March 8.

International Labour Organization, Conference, Geneva, June 2-24.

International Monetary Fund, Board of Governors, Washington, September 27--  
October 1.

International Telecommunication Union, Administrative Council, 26th Session,  
Geneva, May 1-21.

Preparatory Committee for the Third Law of the Sea Conference, Geneva,  
March 1-26, July 19--August 28.

Preparatory Committee for the UN Conference on the Human Environment, 2nd  
Meeting, Geneva, February 15-26, 3rd Meeting, New York, September 13-24.

Scientific Committee on the Effects of Atomic Radiation, New York, June 14-25.

Special Committee on the Question of Defining Aggression, New York, February 1--  
March 5.

Special Committee on Peacekeeping Operations, New York, April 1, May 6,  
December 1, December 7.

Steering Committee on the Law of the Sea, New York, June 14-15.

United Nations Children's Fund, Executive Board, Geneva, April 13-29.

United Nations Commission for Social Development, 21st Session, New York,  
March 1-19.

United Nations Commission on Narcotic Drugs, Geneva, September 27--October 15.

United Nations Conference for the Adoption of a Protocol on Psychotropic  
Substances, Vienna, January 11--February 21.

United Nations Conference on Trade and Development, Trade and Development Board,  
Resumed 10th Session, Geneva, March 1-5; 11th Session, Geneva, August 24--  
September 17.

United Nations Development Program, Governing Council, 11th Session, New York,  
January 14-29; 12th Session, Santiago, June 7-25; Pledging Conference,  
New York, October 18.

United Nations Educational, Scientific and Cultural Organization, Executive Board, 87th Session, Paris, April 28--May 14; 88th Session, October 6--November 2.

United Nations General Assembly, 26th Session, New York, September 21--December 22.

United Nations High Commissioner for Refugees, Executive Committee, Geneva, October 4-13.

United Nations Population Commission, Geneva, November 1-12.

United Nations Scientific Advisory Committee, Geneva, March 24-25.

Universal Postal Union, Executive Council, Berne, May 20-28.

World Health Organization, World Health Assembly, 24th Session, Geneva, May 4-28.

World Meteorological Organization, Sixth World Meteorological Congress, Geneva, April 13-22.

#### B. Other Conferences

African Development Bank, Board of Governors, Kampala (Uganda), July 26-30.

Agency for Cultural and Technical Co-operation, 2nd Meeting, Ottawa, October 11-13; Quebec City, October 14-16.

Asian Development Bank, Board of Governors, Singapore, April 15-17.

Association of Universities Entirely or Partially French-speaking, 6th International Colloquium, Tananarive (Madagascar), April 15-22.

Brazilian Congress of Surgery (XIIth) and Inter-American Congress of Surgery (XIIth), Rio de Janeiro, July 11-16.

Canada-Japan Ministerial Committee, 6th Meeting, Toronto, September 13-14.

Canada-United Kingdom Continuing Committee on Trade and Economic Affairs, Ottawa, December 3-4.

Canada-Union of Soviet Socialist Republics Mixed Commission on Technology, Moscow, October 4-11.

Caribbean Development Bank, Board of Governors, Antigua, April 23.

Commonwealth Asian Pacific Regional Youth Conference, Kuala Lumpur, July 29--August 7.

Commonwealth Conference of Postal Administrators, London, October 11-19.

Commonwealth Education Conference (5th), Canberra, February 3-17.

Commonwealth Finance Ministers Conference, Nassau, September 23-24.

Commonwealth Human Ecology Council, Malta, October 18-24.

Commonwealth Law Conference, New Delhi, January 6-13.

Commonwealth Medical Conference, Port Louis (Mauritius), November 2-12.

Commonwealth Meeting of Officials on Export Market Development, London, June 8-9.

Commonwealth Parliamentary Association Conference, Kuala Lumpur, September 13-17.

Commonwealth Prime Ministers Conference, Singapore, January 14-23.

Commonwealth Survey Affairs Conference, Cambridge, August 16-24.

Commonwealth Telecommunications Conference, Nairobi, October 4-13.

Conference of Ministers of Education of French-speaking Countries, Bangui (Central African Republic), January 25-28; Paris, May 10-23.

Conference of Ministers of the Public Services of French-speaking Countries, Lomé (Togo), January 17-24.

Conference of Ministers of Youth and Sport of French-speaking Countries, Dakar, June 14-27.

Diplomatic Conference to Adopt an International Convention on the Protection of Phonograms, Geneva, October 18-29.

Diplomatic Conference to Revise the Universal and Berne Convention on Copyright, Paris, July 5-24.

Directing Council of Pan-American Institute of Geography and History (13th Meeting), Mexico City, July 27--August 4.

European Powder Metallurgy Symposium (3rd), Brighton, November 9-12.

European Symposium on Fragmentation (3rd), Cannes, October 5-8.

International Association of French-speaking Parliamentarians, 3rd Assembly, Montreal, Ottawa and Quebec, September 15-21; Congress, Ottawa, Quebec and Montreal, September 16-21.

#### General Agreement on Tariffs and Trade

Agriculture Committee, Geneva, October 14-15.

Balance of Payments Consultations, Geneva, June 8-17.

Committee on Anti-dumping Practices, Geneva, September 21-24.



Committee on Balance of Payments and Import Restrictions, Geneva, October 14-15.

Committee on Industrial Products, Geneva, February 3-4.

High-Level Meeting, Geneva, April 28-30.

Inter-American Conference on Agriculture, 6th, Lima, May 24-27.

Inter-American Development Bank, Board of Governors, Lima, May 10-14.

Inter-Governmental Meeting on Silver Supply and Demand Problems, Mexico City, June 16-18.

International Cartographic Association, Paris, June 5-11.

International Clay Symposium, Moscow, September 13-27.

International Commission on Coal Petrology, Krefeld (Germany), August 15-20.

International Conference on Asbestos, 2nd, Louvain, September 5-9.

International Conference on Public Education, 23rd Session, Geneva, September 15-23.

International Conference on the Revision of the Warsaw Convention (1929), Guatemala City, February 9--March 8.

International Conference on Sulphur, 1st, Montreal, June 9-11; 2nd, Vancouver, October 13-15.

International Conference on Thermal Analysis, 3rd, Davos, August 23-28.

International Congress of Administrative Science, 15th, Rome, September 6-11.

International Congress of Stratigraphy and Coal Geology, Krefeld, August 23-28.

International Congress of Surveyors, 13th, Wiesbaden, August 31--September 10.

International Council of Scientific Unions, Budapest, June 3-8.

International Electrotechnical Committee, Brussels, June 9-14.

International Federation for Information Processing, 5th Congress, Ljubljana (Yugoslavia), August 23-28.

International Flame Research Foundation Conference, Ijmuiden (the Netherlands), May 13-14.

International Geochemical Congress, Moscow, July 20-26.

International Geographical Union, European Regional Conference, Budapest, August 9-14.

International Geological Congress, Montreal, August 21-30.

International Hydrographical Bureau, Monaco, March 15-20.

International Lead and Zinc Study Group, Malaga, October 28--November 6.

International Lead Conference, Hamburg, September 21-25.

International Oceanographic Commission, 7th Session, Paris, October 26--November 5.

International Red Cross Conference on Humanitarian Law, Geneva, May 24--June 12.

International Society of Photogrammetry Council, Milan, August 4-5.

International Society of Rock Mechanics, Nancy, October 1-7.

International Standards Organization, London, October 17-22; Technical Committee, Paris, November 3-5.

International Union of Geodesy and Geophysics, Moscow, July 30--August 14.

International Union of Nutritional Sciences Symposium and Workshop, Tunis, January 21-26.

International Telecommunications Satellite Consortium, Plenipotentiary Conference on Definitive Arrangements, Washington, April 14--May 15.

Institute of Mining and Metallurgy, General Meeting, London, May 20; Symposium, London, October 4-6.

National Congress of Italian Engineers and Architects, 16th, Milan, November 12-14.

Special Council Meeting on U.S. Import Surcharge, Geneva, August 24.

Twenty-Seventh Session of the GATT Contracting Parties, Geneva, November 15-26.

#### North Atlantic Treaty Organization

Advanced Study Institute Meeting on Methods of Prospecting for Uranium Minerals, London, September 21-25.

Committee on Challenges of Modern Society, Brussels, April 18-20.

Environment Meeting, Ankara, October 4-6.

North Atlantic Council, Ministerial Meeting, Brussels, December 9-10; Lisbon, June 3-4.

Program Development Meeting, Brussels, March 1-5.

Structures and Materials Panel of the Advisory Group for Aerospace Research and Development, Brussels, October 3-8.

Organization for Economic Co-operation and Development

Agricultural Committee, Paris, January 27-29.

Development Assistance Committee, High-Level Meeting, Paris, October 21-22.

Education Committee, 4th Session, Paris, November 28--December 1.

Industry Committee, Paris, June 15-17.

Intergovernmental Conference on the Utilization of Highly-Qualified Personnel, Venice, October 25-27.

Meeting on the Coking Coal Industry, Paris, October 11-15.

Ministerial Meeting, Paris, June 7-8.

Nomenclature Committee, Customs Co-operation Council, 27th Meeting, Brussels, November 8-20.

Oxford Conference on Internal Strife and the International Community, Oxford, July 7-16.

Pan-American Conference on Cadastre (1st), Caracas, November 14-20.

Pacific Science Conference (12th), Canberra, August 18--September 3.

Science Committee, Brussels, September 28--October 1.

Seabed Convocation, Valletta (Malta), June 29--July 5.

Silurian-Devonian Conference, Agadir, September 27--October 8.

Special Committee for Iron and Steel, Paris, October 16-25.

Special Group of Experts of the Industry Committee, Paris, February 22-26.

Trade Meeting, Paris, October 25-26; November 15-18.

Tripartite Meeting (Canada-U.S.A.-Mexico) on Narcotic Control, Washington, October 11-12.

Water Management Research Group, Paris, February 2-4.

World Consultation on the Use of Wood in Housing, Vancouver, July 5-16.

World Energy Conference, 8th, Bucharest, June 26--July 3.



World Intellectual Property Organization

Committee of Experts on the International Registration of Marks, Geneva,  
October 4-11.

General Meeting, Geneva, September 27--October 2.

World Petroleum Congress, 8th, Moscow, June 13-19.

World Veterinary Congress, 19th, Mexico City, August 15-22.

INTERNATIONAL AGREEMENTS TO WHICH CANADA IS  
A PARTY: DEVELOPMENTS DURING 1971

1. Bilateral Agreements

Barbados

Exchange of Notes between the Government of Canada and the Government of Barbados constituting an agreement relating to Canadian investments in Barbados insured by the Government of Canada through its agent, the Export Development Corporation. Signed at Port-of-Spain October 26 and November 17, 1970. Entered into force November 17, 1970.

Belgium

Agreement on Scientific, Industrial and Technological Co-operation between the Government of Canada and the Government of the Kingdom of Belgium. Signed at Brussels April 21, 1971. Entered into force April 21, 1971.

Cameroon

Agreement on Economic and Technical Co-operation between the Government of Canada and the Government of the Federal Republic of Cameroon. Signed at Toronto September 15, 1970. Ratifications exchanged December 24, 1971. Entered into force definitely December 24, 1971.

Caribbean Development Bank

Agreement between the Government of Canada and the Caribbean Development Bank covering the use of Canadian Special Fund Resources. Signed at Bridgetown (Barbados) February 17, 1971. Entered into force February 17, 1971.

Colombia

Trade Agreement between Canada and Colombia. Signed at Ottawa November 17, 1971.

Dominican Republic

Exchange of Notes between the Government of Canada and the Government of the Dominican Republic to provide for the exchange of third-party communications between amateur radio stations in Canada and the Dominican Republic. Signed at Santo Domingo March 31, 1971. Entered into force March 31, 1971.

Finland

Supplementary Convention Further Modifying the Convention between Canada and the Republic of Finland for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income, signed at Ottawa March 28, 1959. Entered into force April 2, 1971.

## Germany (GFR)

Convention on Social Security between Canada and the Federal Republic of Germany (with Final Protocol). Signed at Ottawa March 30, 1971.

Agreement between the Government of Canada and the Government of the Federal Republic of Germany on scientific and technical co-operation. Signed at Bonn April 16, 1971.

## Hungary

Trade Agreement between the Government of Canada and the Government of the Hungarian People's Republic. Signed at Ottawa October 6, 1971.

## International Civil Aviation Organization

Exchange of Notes between Canada and the International Civil Aviation Organization constituting a supplementary headquarters premises agreement. Signed at Ottawa April 7, 1971. Entered into force May 3, 1971.

## Israel

Agreement between the Government of Canada and the Government of the State of Israel on commercial air services. Signed at Ottawa February 10, 1971. Entered into force February 10, 1971.

## Italy

Exchange of Notes between the Government of Canada and the Government of Italy constituting an agreement between the two governments for the training in Canada of fifty-two trainees of the Italian Air Force. Signed at Ottawa August 24, 1971. Entered into force August 24, 1971.

## Jamaica

The Canada-Jamaica Income Tax Agreement. Signed at Kingston (Jamaica) January 4, 1971. Entered into force May 19, 1971.

Exchange of Notes between the Government of Canada and the Government of Jamaica constituting an agreement relating to Canadian investments in Jamaica insured by the Government of Canada through its agent, the Export Development Corporation. Signed at Kingston November 2, 1971. Entered into force November 2, 1971.

## Malaysia

Exchange of Notes between the Government of Canada and the Government of Malaysia constituting an agreement relating to Canadian investments in Malaysia insured by the Government of Canada through its agent, the Export Development Corporation. Signed at Kuala Lumpur July 30 and October 1, 1971. Entered into force October 1, 1971.



## Mexico

Exchange of Notes between the Government of Canada and the Government of the United States of Mexico amending the Air Transport Agreement of December 21, 1961 (with additional Exchange of Notes on other matters relating thereto). Signed at Mexico March 24, 1971.

## Netherlands

Exchange of Notes between the Government of Canada and the Government of the Kingdom of the Netherlands constituting an agreement in connection with the ferrying of Royal Netherlands Air Force NF-5 aircraft from Canada to the Netherlands. Signed at Ottawa November 1, 1971. Entered into force November 1, 1971.

## Norway

Exchange of Notes between the Government of Canada and the Government of Norway constituting an agreement with respect to Norwegian fishing practices off the Atlantic Coast of Canada. Signed at Ottawa July 15, 1971. Entered into force July 15, 1971.

Agreement between the Government of Canada and the Government of Norway on sealing and the conservation of the seal stocks in the Northwest Atlantic. Signed at Ottawa July 15, 1971. Ratifications exchanged December 22, 1971. Entered into force December 22, 1971.

## Poland

Agreement between the Government of Canada and the Government of the Polish People's Republic relating to the settlement of financial matters. Signed at Ottawa October 15, 1971. Entered into force October 15, 1971.

## Romania

Agreement between the Government of Canada and the Government of the Socialist Republic of Romania concerning the settlement of outstanding financial matters. Signed at Ottawa July 13, 1971. Instruments of Ratification exchanged December 13, 1971. Entered into force December 13, 1971.

Trade Agreement between Canada and the Socialist Republic of Romania. Signed at Ottawa July 16, 1971. Instruments of Ratification exchanged December 13, 1971. Entered into force December 13, 1971.

## St. Lucia

Exchange of Notes between the Government of Canada and the Government of St. Lucia constituting an agreement relating to Canadian investments in St. Lucia insured by the Government of Canada through its agent, the Export Development Corporation. Signed at Port-of-Spain November 18 and 25, 1970. Entered into force November 25, 1970.

## Singapore

Exchange of Notes between the Government of Canada and the Government of the Republic of Singapore constituting an agreement relating to Canadian investments in Singapore insured by the Government of Canada through its agent, the Export Development Corporation. Signed at Kuala Lumpur July 26 and at Singapore July 30, 1971. Entered into force July 30, 1971.

## Switzerland

Exchange of Notes between the Government of Canada and the Government of the Confederation of Switzerland to renew the Agreement of March 6, 1958, to Provide for Co-operation in the Peaceful Uses of Atomic Energy. Signed at Berne December 1, 1971. Entered into force December 1, 1971, with effect from August 1, 1971.

## Union of Soviet Socialist Republics

Agreement between the Government of Canada and the Government of the Union of Soviet Socialist Republics on co-operation in fisheries off the coast of Canada in the Northeastern Pacific Ocean. Signed at Moscow January 22, 1971. Entered into force February 19, 1971.

Agreement between the Government of Canada and the Government of the Union of Soviet Socialist Republics on provisional rules of navigation and fisheries safety in the Northeastern Pacific Ocean off the coast of Canada (with provisional rules of navigation and fisheries safety). Signed at Moscow January 22, 1971. Entered into force April 15, 1971.

Agreement between the Government of Canada and the Government of the Union of Soviet Socialist Republics concerning co-operation in the industrial application of science and technology. Signed at Moscow January 27, 1971. Entered into force January 27, 1971.

## United Kingdom

Exchange of Notes between the Government of Canada and the Government of the United Kingdom constituting an agreement concerning a training scheme for armed forces of the United Kingdom in Canada. Signed at Ottawa August 20, 1971. Entered into force August 20, 1971.

Exchange of Notes between the Government of Canada and the Government of the United Kingdom constituting an agreement between the two countries concerning the variable import levy system for cereals. Signed at London December 7, 1971. Entered into force December 7, 1971.

## United Nations

Exchange of Notes between the Government of Canada and the Secretary-General of the United Nations constituting an agreement concerning the continuity of pension rights between the Government of Canada and the United Nations Joint Staff Pension Fund. Signed at New York July 16 and December 14, 1970. Entered into force December 14, 1970, with effect from December 11, 1970.

Agreement between the Government of Canada and the Food and Agriculture Organization of the United Nations for the provision of technical assistance to developing countries. Signed at Rome January 22, 1971. Entered into force January 22, 1971.

#### United States of America

Exchange of Notes between Canada and the United States amending the Arrangement relating to Certificates of Air-worthiness for Export effected by an Exchange of Notes of July 28, 1938. Signed at Ottawa August 12, 1970, and February 18, 1971. Entered into force February 18, 1971.

Exchange of Notes between Canada and the United States relating to the construction and maintenance by Canada of a Loran-A station at Gray Point, British Columbia. Signed at Ottawa April 8, 1971. Entered into force April 8, 1971.

Exchange of Notes between the Government of Canada and the Government of the United States constituting an agreement for co-operation in an experimental communications technology satellite project (with a Memorandum of Understanding dated April 20, 1971). Signed at Washington April 21 and 27, 1971. Entered into force April 27, 1971.

Exchange of Notes between Canada and the United States constituting an agreement completing the transfer of the Redcliff Communications Site to the Government of Canada. Signed at Ottawa May 10, 1971. Entered into force May 10, 1971.

Exchange of Notes between the Government of Canada and the Government of the United States constituting an agreement concerning a joint program in the field of experimental remote sensing from satellites and aircraft (ERTS). Signed at Washington May 14, 1971. Entered into force May 14, 1971.

Exchange of Notes between the Government of Canada and the Government of the United States for mutual co-operation between the two countries in the detection and suppression of forest fires within a buffer zone along the boundary separating the Yukon Territory and the State of Alaska. Signed at Washington June 1, 1971. Entered into force June 1, 1971.

Exchange of Notes between the Government of Canada and the Government of the United States concerning the deactivation of the Stephenville Radar Station and the transfer to Canada of responsibility for the manning and the military personnel costs of the Melville Station. Signed at Washington June 30, 1971. Entered into force June 30, 1971.

Exchange of Notes between Canada and the United States concerning new financial arrangements to govern the operation and maintenance of the Pinetree Radar Stations in Canada which comprise the continental radar defence system. Signed at Ottawa August 16, 1971. Entered into force August 16, 1971, with effect from August 1, 1971.

Treaty on Extradition between Canada and the United States of America. Signed at Washington December 3, 1971.



Exchange of Notes between Canada and Venezuela constituting a renewal of the Commercial *Modus Vivendi* between the two countries dated October 11, 1950, as amended on September 30, 1966. Signed at Caracas December 30, 1971. Entered into force December 30, 1971, with effect from October 11, 1971.

## 2. Multilateral Agreements

International Convention on Load Lines. Done at London April 5, 1966. Signed by Canada April 5, 1966. Canadian Instrument of Acceptance deposited January 14, 1970. Entered into force for Canada April 14, 1970.

Protocol extending the Arrangements regarding International Trade in Cotton Textiles from October 1970 to September 30, 1973. Done at Geneva June 15, 1970. Signed by Canada October 8, 1970. Entered into force for Canada October 8, 1970.

International Health Regulations adopted by the Twenty-Second World Health Assembly at Boston July 25, 1969. Entered into force January 1, 1971.

Agreement to Amend the Agreement between Canada, the United Kingdom of Great Britain and Northern Ireland and the Federal Republic of Germany Concerning the Conduct of Manoeuvres and other Training Exercises in the Soltau-Luneburg Area. Done at Bonn May 12, 1970. Signed by Canada May 12, 1970. Canadian Instrument of Ratification deposited January 15, 1971.

North Atlantic Treaty Organization Agreement on the Communication of Technical Information for Defence Purposes. Done at Brussels October 19, 1970. Canadian Instrument of Ratification deposited October 20, 1970. Entered into force February 7, 1971.

Seabed Arms Control Treaty. Done at London, Washington and Moscow February 11, 1971. Signed by Canada February 11, 1971.

Protocol to Amend the Convention for the Unification of Certain Rules Relating to International Carriage by Air signed at Warsaw October 12, 1929, as Amended by the Protocol done at The Hague, September 28, 1955. Done at Guatemala City March 8, 1971. Signed by Canada March 8, 1971.

Protocol relating to an Amendment to Article 50(a) of the Convention on International Civil Aviation. Done at New York March 12, 1971. Canadian Instrument of Ratification deposited May 12, 1971. Entered into force December 11, 1971.

Wheat Trade Convention. Done at Washington March 29, 1971. Signed by Canada May 3, 1971. Canadian Instrument of Ratification deposited June 10, 1971. Entered into force July 1, 1971.

Food Aid Convention. Done at Washington March 29, 1971. Signed by Canada May 3, 1971. Canadian Instrument of Ratification deposited June 10, 1971. Entered into force July 1, 1971.

Universal Postal Union Convention - Final Protocol and Detailed Regulations. Done at Tokyo November 14, 1969. Signed by Canada November 14, 1969. Entered into force July 1, 1971.

Additional Protocol to the Constitution of the Universal Postal Union. Done at Tokyo November 14, 1969. Signed by Canada November 14, 1969. Entered into force July 1, 1971.

General Regulations of the Universal Postal Union. Done at Tokyo November 14, 1969. Signed by Canada November 14, 1969. Entered into force July 1, 1971.

Protocol to Amend the Agreement on North Atlantic Ocean Stations signed at Paris on 25 February (Netherlands). Done at London May 13, 1970. Entered into force July 1, 1971.

Amendments to the Annex to the Convention on the Facilitation of International Maritime Traffic, 1965. Done at London December 15, 1969. Canadian Instrument of Acceptance deposited December 14, 1970. Entered into force August 12, 1971.

Agreement relating to the International Telecommunications Satellite Organization "Intelsat". Done at Washington August 20, 1971. Signed by Canada August 20, 1971. Entered into force August 20, 1971.

Operating Agreement relating to the International Telecommunications Satellite Organization. Done at Washington August 20, 1971. Signed by Canada August 20, 1971. Entered into force August 20, 1971.

Fourth International Tin Agreement, done at London July 1, 1970. Signed by Canada January 29, 1971. Entered into force definitely September 23, 1971.

Agreement between the International Atomic Energy Agency, the Government of Canada and the Government of India relating to Safeguards Provisions. Done at Vienna September 30, 1971. Signed by Canada September 30, 1971. Entered into force September 30, 1971.

Convention Establishing a Customs Co-operation Council. Done at Brussels December 15, 1950. Canadian Instrument of Accession deposited October 12, 1971. Entered into force for Canada October 12, 1971.

Convention for the Suppression of Unlawful Seizure of Aircraft. Done at The Hague December 16, 1970. Signed by Canada December 16, 1970. Entered into force October 14, 1971.

Agreement to Amend Article 56 of the Agreement of August 3, 1959, to Supplement the Agreement between the Parties to the North Atlantic Treaty Regarding the Status of their Forces with respect to Foreign Forces Stationed in the Federal Republic of Germany. Done at Bonn, Germany, October 21, 1971. Signed by Canada October 21, 1971.

Protocol relating to an Amendment to Article 56 of the Convention on International Civil Aviation. Done at Vienna July 7, 1971. Canadian Instrument of Ratification deposited December 3, 1971.

## DEPARTMENT OF EXTERNAL AFFAIRS

## APPENDIX VIII

(As of December 31, 1971)





























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